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ABSTRACT

The proceedings of a hearing held in New York City before the House Subcommittee on Employment Opportunities are provided in this document. Testimony focused on two proposed bills related to the creation of a volunteer national service program: the Voluntary National Youth Service Act and the Select Commission on National Service Opportunities Act of 1985. Representatives from organizations, businesses, and federal and city governments made presentations or submitted prepared statements. Included among the presentations was information on the operation and effectiveness of youth service projects already in specific sites, in particular the City Volunteer Corps of New York City, which over the previous year had involved about 1000 young New Yorkers in volunteer public service projects. (KH)

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THE VOLUNTARY NATIONAL YOUTH SERVICE ACT AND THE SELECT COMMISSION ON NATIONAL SERVICE OPPORTUNITIES ACT OF 1985

HEARING

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARING HELD IN NEW YORK, NY, SEPTEMBER 27, 1985

ON

H.R. 888

THE VOLUNTARY NATIONAL YOUTH SERVICE ACT

H.R. 1326

THE SELECT COMMISSION ON NATIONAL SERVICE OPPORTUNITIES ACT OF 1985

Serial No. 99-52

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THE VOLUNTARY NATIONAL YOUTH SERVICE ACT AND THE SELECT COMMISSION ON NATIONAL SERVICE OPPORTUNITIES ACT OF 1985

FRIDAY, SEPTEMBER 27, 1985

House of Representatives,
Subcommittee on Employment Opportunities,
Committee on Education and Labor,
New York, NY.

The subcommittee met, pursuant to call, at 10 a.m., at City Hall, New York, NY.

Members present: Representative Martinez (presiding); Representative Panetta.

Staff present: Paul Cano, assistant staff director; Genevieve Galbreath, chief clerk/staff assistant; Dr. Beth Buehlman, Republican staff director for education; and Mary Gardner, Republican legislative associate.

Mr. **Martinez.** Joining us today as a part of the panel is Congressman Leon Panetta who is actually the author of one of the bills which we will be hearing today. As I start I'd like to thank the mayor for allowing us to have the hearing here in the city hall.

This morning's hearing will focus on Congressman Panetta's H.R. 888, the Voluntary National Youth Service Act and Congressman Torricelli's H.R. 1326, the Select Commission on National Service Opportunities Act.

[Text of H.R. 888 and H.R. 1326 follows:]

99TH CONGRESS
1ST SESSION

H. R. 888

To authorize the Secretary of Health and Human Services to provide grants to States and units of general local government for youth service projects, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 31, 1985

Mr. PANETTA (for himself, Mr. JEFFORDS, Mr. MARTINEZ, and Mr. BEILENSON) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To authorize the Secretary of Health and Human Services to provide grants to States and units of general local government for youth service projects, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Voluntary National Youth Service Act".

PURPOSE

SEC. 2. The purpose of this Act is to encourage persons who are between 17 and 24 years of age, inclusive, to participate in voluntary national service by providing matching grants to eligible States and units of general local government for the operation of youth service projects.

DEFINITIONS

SEC. 3. For purposes of this Act:

(1) The term "Secretary" means the Secretary of Health and Human Services.

(2) The term "State" means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and any other territory or possession of the United States.

(3) The term "unit of general local government" means any city, county, town, township, parish, village, or other general purpose political subdivision of a State, or any combination of such political subdivisions recognized by the Secretary. Such term also includes any public body or agency, including a political subdivision, created by or under the laws of a State or two or more States, or any combination of such public bodies or agencies.

YOUTH SERVICE PROJECT GRANTS

SEC. 4. The Secretary may provide, to States and units of general local government determined to be eligible under section 6, grants for youth service projects administered by such States and units of general local government.

DESIGNATION OF SERVICE CATEGORIES

SEC. 5. (a) The Secretary shall by regulation designate specific activities as service categories in which persons serving in youth service projects may serve for purposes of this Act.

(b) An activity may be designated as a service category under subsection (a) if the Secretary determines that—

(1) such activity is of substantial social benefit in meeting unmet human, social, or environmental needs of or in the community where service is to be performed;

(2) involvement of persons serving in youth service projects under this Act in such activity will not interfere unreasonably with the availability and the terms of employment of employees of sponsoring organizations with positions available in such activity;

(3) persons serving in youth service projects under this Act are able to meet the physical, mental, and educational qualifications that such activity requires; and

(4) such activity is otherwise appropriate for purposes of this Act.

(c) The service categories referred to in subsection (a) may include—

(1) service in State, local, and regional governmental agencies;

(2) service in nursing homes, hospices, senior centers, hospitals, local libraries, parks, recreational facilities, day care centers, and schools;

(3) service in law enforcement agencies, and penal and probation systems;

(4) service in private nonprofit organizations whose principal purpose is social service;

(5) service in the rehabilitation or improvement of public facilities; neighborhood improvements; literacy training benefiting educationally disadvantaged persons; weatherization and basic repairs to low-income housing; energy conservation including solar energy techniques, removal of architectural barriers to access, by handicapped persons, to public facilities; and conservation, maintenance, or restoration of natural resources on publicly held lands;

(6) any other service that the Secretary determines to be appropriate for purposes of this Act.

(d) The service categories referred to in subsection (a) may not include any position in any—

(1) business organized for profit;

(2) labor union;

(3) partisan political organization;

(4) organization engaged in religious activities, unless such position does not involve any religious functions; or

(5) domestic or personal service company or organization.

ELIGIBILITY FOR GRANTS

SEC. 6. (a) In order to be eligible for any grant under section 4, a State or unit of general local government shall—

(1) submit a plan that describes the existing or proposed youth service project for which such grant will be used; and

(2) demonstrate to the satisfaction of the Secretary that it will expend, for purposes of a youth service project assisted under this Act, an amount from public or private non-Federal sources (including the direct cost of employment or training services provided by State or local programs, private nonprofit organizations, or private for-profit employers) equal to the amount made available to such State or unit of general local government under section 4.

(b) The plan referred to in subsection (a)(1) shall include—

(1) a list of positions from which any person serving in such project may choose a service position, which list shall, to the extent practicable, identify a sufficient number and variety of positions so that any

person living within such State or unit of general local government who desires to serve in voluntary youth service may serve in a position that fulfills the needs of such person;

(2) a list of requirements to be imposed on any sponsoring organization of any person serving in a youth service project under this Act, including a provision that any spensoring organization that invests in any project under this Act by making a cash contribution or by providing free training of any person participating in such project shall be given preference over any sponsoring organization who does not make such an investment;

(3) a provision that any permanent part-time or full-time employee of any employer shall not be displaced from any position by any person serving in a youth service project under this Act;

(4) a provision that any person serving in a youth service project under this Act who is not a high school graduate shall participate in an educational component whereby such person can earn a high school diploma or its equivalent;

(5) a provision that any person serving in a youth service project under this Act may arrange to receive

academic credit in recognition of learning and skills obtained from service satisfactorily completed;

(6) a provision that persons who are eligible to serve in a youth service project under this Act shall be consulted as to the types of positions that should be available to persons who serve in youth service projects under this Act;

(7) a provision that special efforts will be made to enroll and recruit youths who are economically disadvantaged as defined in section 4(8) of the Job Training Partnership Act; and

(8) a schedule providing for an aggregate amount of compensation and benefits, including post-service education benefits or post-service employment vouchers, to be distributed to any person who serves in a youth service project under this Act—

(A) equal to not less than 80 percent and not more than 160 percent of the amount such person would have earned if such person had been paid at a rate equal to the minimum wage under section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206) during the period of service of such person; and

(B) that includes a subsistence allowance (in cash or in kind) of not less than 50 percent and not more than 110 percent of such minimum wage, to be paid to such person during such period of service.

(c) Earnings and allowances received by an economically disadvantaged youth, as defined in section 4(8) of the Job Training Partnership Act, under this Act shall be disregarded in determining the eligibility of the youth's family for, and the amount of, any benefits based upon need under any Federal or federally assisted programs.

SELECTION CRITERIA

SEC. 7. The Secretary shall distribute grants among eligible States and units of general local government on the basis of which such States and units of general local government will best use such funds to further the purposes of this Act, as determined by the Secretary on the basis of the plans submitted by such States and units of general local government under section 6.

NONDISCRIMINATION PROVISION

SEC. 8. (a) No person in the United States shall on the ground of race, creed, belief, color, national origin, sex, handicap, or political affiliation, be excluded from participation in, be denied the benefits of, be subjected to discrimination under, or be denied employment in connection with, any youth service project for which any State or unit of general local government receives a grant under section 4.

(b) For purposes of title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d et seq.) and section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794), any youth service project for which any State or unit of general local government receives a grant under section 4 shall be considered to be receiving Federal financial assistance.

LIMITATIONS

SEC. 9. (a) Any person who serves in a youth service project under this Act shall be not less than 17 years of age and not more than 24 years of age.

(b)(1) No person may serve in a youth service project under this Act for more than a 2-year period.

(2) Any person who agrees to serve in a youth service project under this Act shall agree to serve for not less than a 6-month period.

(c) Any person who does not hold a high school diploma or its equivalent may not be accepted for service in a youth service project under this Act unless such person has not been enrolled as a high school student during the 3-month period before the date of such acceptance.

(d) Not more than 15 percent of any grant awarded to any State or unit of general local government under section 4 may be used for administrative expenses.

REVIEW AND REPORTING REQUIREMENTS

SEC. 10. (a) Each State and unit of general local government that receives any grant under section 4 shall provide oversight of service by any person in a youth service project under this Act, and of the operations of any employer of such person, in accordance with procedures established by the Secretary. Such procedures shall include fiscal control, accounting, audit, and debt collection procedures to ensure the proper disbursal of, and accounting for, funds received under this Act. In order to carry out this section, each State and unit of general local government that receives a grant under section 4 shall have access to such information concerning the operations of any sponsoring organization as the Secretary determines to be appropriate.

(b) Each State and unit of general local government receiving a grant under section 4 shall prepare and submit an annual report to the Secretary on such date as the Secretary shall determine to be appropriate. Such report shall include—

(1) a description of activities conducted by the youth service project for which such grant was awarded during the year involved;

(2) characteristics of persons serving in such youth service project;

(3) characteristics of positions held by such persons;

(4) a determination of the extent to which relevant standards, as determined by the Secretary, were

met by such persons and their sponsoring organizations;

(5) a description of the post-service experiences, including employment and educational achievements, of persons have served, during the year that is the subject of the report, in youth service projects under this Act; and

(6) any additional information that the Secretary determines to be appropriate for purposes of this Act.

(c) The Secretary shall submit to the President and the Congress an annual report of the activities conducted under this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 11. There are authorized to be appropriated to carry out the provisions of this Act such sums as may be necessary for fiscal year 1986 and for each succeeding fiscal year. Any amount appropriated under this section shall remain available until expended.

I

99TH CONGRESS
1ST SESSION

H. R. 1326

To establish a select commission to examine the issues associated with national service.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 27, 1985

Mr. TORRICELLI (for himself and Mr. PANETTA) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To establish a select commission to examine the issues associated with national service.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Select Commission on National Service Opportunities Act of 1985".

PURPOSE

SEC. 2. It is the purpose of this Act to establish a select commission to examine the issues associated with national service and—

(1) to focus national attention on the need for national service, on opportunities which exist for such

service, and on alternative types of national service programs which may help the United States to meet a broad range of national and local needs;

(2) to explore and assess alternative methods for providing the people of the United States with the incentives and the opportunities to provide useful service to the community and the United States; and

(3) to provide the President, the Congress, and the people of the United States with an overview and assessment of existing opportunities for national service (including Federal Government, State government, and local government programs) and a series of options for alternative types of national service programs designed to help the United States deal with a number of serious challenges in the areas of youth unemployment, conservation of natural resources, protection of the environment, reconstruction of the inner cities, education, services for older Americans and handicapped individuals, and personnel requirements for a wide variety of Federal, State, and local programs and agencies.

FINDINGS

SEC. 3. The Congress finds that—

(1) national service in a variety of areas represents a vast and essentially untapped resource which can and should be utilized to meet national and local needs;

(2) greater leadership is needed on the part of the Federal Government to encourage the people of the United States to serve and to encourage State and local authorities to provide opportunities for meaningful service;

(3) useful public service is very important for the educational and personal development of young people;

(4) the United States faces numerous challenges which can be better met if we draw upon the creative energies of young people and other individuals through a program of national service; and

(5) a high-level commission is needed to make recommendations to the President and the Congress about the effectiveness of existing national service programs and the costs and benefits of alternative types of national service programs.

ESTABLISHMENT

SEC. 4. There is established a select commission to be known as the Select Commission on National Service Opportunities (hereafter in this Act referred to as the "Commission").

DUTIES

SEC. 5. The Commission shall—

(1) identify existing service opportunities in the public and private sectors of the United States and assess the effectiveness of these opportunities in meet-

ing national and local needs, in building a sense of commitment to the community and the United States, and in instilling in the participants a sense of accomplishment and pride;

(2) identify incentives which encourage, or which are needed to encourage, service in the public and private sectors of the United States;

(3) examine and assess the need for and the desirability, feasibility, and cost of expanding existing service opportunities and incentives and establishing any of the alternative types of national service programs;

(4) identify and examine alternative types of national service programs and assess the relative costs and benefits of such national service programs;

(5) examine the impact of potential changes in the incentives for service, and of various alternative types of national service programs, on existing institutions (including educational institutions, labor organizations, private and public service programs, and Federal youth, jobs, and training programs);

(6) assess the cost effectiveness of both alternative and existing voluntary service programs and the feasibility and desirability of incorporating these programs into a comprehensive national service program;

(7) examine and assess the need for and the desirability, feasibility, and cost of establishing and carrying out a program of mandatory national service;

(8) examine the role of all individuals (regardless of age, sex, income, and education) in existing service programs and in the alternative types national service programs;

(9) identify the ways in which existing service programs and alternative types of national service programs will provide young individuals and other participants with a sense of accomplishment and pride and an opportunity to contribute to the welfare of the society by responding to unmet needs of the community and the United States;

(10) examine alternative ways to furnish educational assistance to participants in national service programs and assess the cost of furnishing assistance in each such way; and

(11) conduct meetings, hearings, and conferences in various regions and localities in the United States to gather the opinions of a wide variety of individuals, particularly young individuals and those individuals and groups most likely to be affected by any changes in existing service programs or the establishment of a program of national service.

MEMBERSHIP, APPOINTMENT, PAY, AND MEETINGS

SEC. 6. (a) The Commission shall be composed of twenty-one members as follows:

(1) Eleven members appointed by the President from among individuals who are broadly representative of private volunteer organizations, secondary and higher education, business, organized labor, the military, social service and civil liberty organizations, Federal, State, and local governments, and groups with a primary interest in service opportunities for youth, handicapped individuals, and older Americans, of which not fewer than three of the members appointed by the President shall be individuals who are not less than seventeen years of age and not more than twenty-five years of age on the date of their appointment to the Commission.

(2) Five members appointed by the Speaker of the House of Representatives, in consultation with the minority leader of the House of Representatives, of which two shall be Members of the House of Representatives and one shall be an individual who is not less than seventeen years of age and not more than twenty-five years of age on the date of the individual's appointment to the Commission.

(3) Five members appointed by the majority leader of the Senate, in consultation with the minority leader of the Senate, of which two shall be Senators and one shall be an individual who is not less than seventeen years of age and not more than twenty-five years of age on the date of the individual's appointment to the Commission.

(b) If any member of the Commission who was appointed to the Commission as a Member of the Congress leaves that office, he may continue as a member of the Commission until his successor is appointed.

(c) A vacancy in the Commission shall be filled in the manner in which the original appointment was made.

(d) Members of the Commission shall be appointed for the life of the Commission.

(e)(1) Except as provided in paragraph (2), members of the Commission shall each be paid at a rate equal to the daily equivalent of the annual rate of basic pay in effect for grade GS-18 of the General Schedule for each day (including travel time) during which they are engaged in the actual performance of the duties of the Commission.

(2) Members of the Commission shall be paid per diem and reimbursed for travel and transportation expenses in connection with the performance of the functions and duties of

the Commission as provided in sections 5702 and 5703 of title 5, United States Code.

(3) Members of the Commission who are officers or employees of the United States or Members of the Congress shall receive no additional pay, allowances, or benefits by reason of their service on the Commission.

(f) Eleven members of the Commission shall constitute a quorum but a lesser number may hold hearings.

(g) Not later than forty-five days after the effective date of this Act, the President shall designate the Chairman of the Commission from among those individuals appointed by the President under subsection (a)(1).

(h) The first meetng of the Commission shall be held not later than sixty days after the designation of the Chairman pursuant to subsection (g). The Commission shall meet at least once each three months after its first meeting. The date and time of all meetings of the Commission shall be at the call of the Chairman or a majority of its members.

EXECUTIVE DIRECTOR AND STAFF

SEC. 7. (a) The Commission shall have an Executive Director who shall be appointed by the Chairman of the Commission and who shall be paid at a rate determined by the Chairman. The rate of pay may not exceed the annual rate of basic pay payable for GS–18 of the General Schedule.

(b) Subject to such rules as may be prescribed by the Commission, the Chairman of the Commission may appoint and fix the pay of such additional personnel as the Chairman considers appropriate. A rate of pay fixed pursuant to the first sentence may not exceed the annual rate of basic pay payable for GS-18 of the General Schedule.

(c) The Executive Director and staff of the Commission may be appointed without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

(d) Subject to such rules as may be prescribed by the Commission, the Chairman of the Commission may procure temporary and intermittent services under section 3109(b) of title 5 of the United States Code, but at rates for individuals not to exceed the daily equivalent of the annual rate of basic pay payable for GS-18 of the General Schedule.

(e) Upon request of the Commission, the head of any Federal agency is authorized to detail, on a reimbursable basis, any of the personnel of such agency to the Commission to assist the Commission in carrying out its duties under this Act.

POWERS

SEC. 8. (a) The Commission may, for the purpose of carrying out this Act, hold such hearings and conferences, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission considers appropriate.

(b) Any member or agent of the Commission may, if so authorized by the Commission, take any action which the Commission is authorized to take by this section.

(c) The Commission may secure directly from any department or agency of the United States information necessary to enable it to carry out this Act. Upon request of the Chairman of the Commission, the head of such department or agency shall furnish such information to the Commission.

(d) The Commission may accept, use, and dispose of gifts or donations of services or property.

(e) The Commission may use the United States mails in the same manner and under the same conditions as other departments and agencies of the United States.

(f) The Administrator of General Services shall provide to the Commission, on a reimbursable basis, such administrative support services as the Commission may request.

(g) The Commission, through its Chairman, may enter into any contract which the Commission considers necessary to carry out this Act.

REPORTS

SEC. 9. (a) The Commission may transmit to the President and to each House of the Congress such interim reports as it considers appropriate and shall transmit a final report to the President and to each House of the Congress not later than fifteen months after the first meeting of the Commission is held pursuant to section 6(h). The final report shall contain a detailed statement of the findings and conclusions of the Commission, together with its recommendations for such legislation and administrative actions as it considers appropriate.

(b) After the final report is transmitted to the President and each House of the Congress pursuant to subsection (a), each executive department and agency affected by the final report, as determined by the President, shall submit to the President recommendations for implementing the final report.

(c)(1) Not later than ninety days after the final report is transmitted by the Commission to each House of the Congress pursuant to subsection (a), the President shall transmit to each House of the Congress an interim report containing a detailed statement on—

(A) the desirability, feasibility, and cost of implementing each of the Commission's recommendations, and the actions taken or planned with respect to the implementation; and

(B) recommendations with respect to any legislation proposed by the Commission and the need for any alternative or additional legislation to implement the Commission's recommendations.

(2) Not later than ninety days after the interim report is transmitted to each House of the Congress pursuant to para-

graph (1), the President shall transmit to each House of the Congress a final report containing a detailed statement on any actions taken to implement the recommendations of the Commission, together with any further recommendations for legislation or administrative actions.

TERMINATION

SEC. 10. The Commission shall terminate one hundred and eighty days after its final report is transmitted to the President and each House of the Congress pursuant to section 9(a).

AUTHORIZATION OF APPROPRIATIONS

SEC. 11. There is authorized to be appropriated for the fiscal year ending on September 30, 1986, the sum of $3,100,000 to carry out this Act. Any sums appropriated under the authorization contained in this section shall remain available until expended.

EFFECTIVE DATE

SEC. 12. This Act shall take effect on October 1, 1985.

Mr. **Martinez**. There is really no place better than New York City in which to discuss this legislation. The City Volunteer Corps here in New York exemplifies the type of program that Mr. Torricelli and Mr. Panetta hope to establish on a national level. For the past year this program has involved about 1,000 young New Yorkers in volunteer public service projects throughout the city. By working in senior citizen centers, caring for the homeless, tutoring schoolchildren and helping to rebuild depressed labor areas, these young adults not only develop a sense of civic responsibility but they also begin to gain a belief and a trust in themselves that they did not possess before. The city's success in reaching its youth population and tapping upon their community spirit provides Congress with the framework to develop its own Voluntary Youth Service Program. By fully examining the legislation before us today, we are fulfilling our obligation to seek out innovative and practical ways to offset the problems faced by our youth population. Many of these problems such as youth unemployment have already reached devastating proportions. More than 3 million Americans under the age of 25 are unemployed.

We cannot allow the talents and energies of so many of our young people to continue to remain idle and untapped. Many States and localities have already responded to the plight of America's youth by establishing their own conservation and service corps programs. In the State of California we have the California Conservation Corps. By providing matching grants to these exiting programs, a national voluntary youth service program would provide an effective and comprehensive approach to dealing with the needs of our youth population. Such a program gives our teenagers and young adults the opportunity to serve their country while developing a healthy and productive attitude toward work. The foundation of our Nation is rooted in the belief that volunteer service is an integral part of our national citizenship. A National Volunteer Service Program offers the youth the opportunity to build upon that belief.

I would like to continue with the hearing and I would like to invite the Honorable Leon Panetta to give his testimony.

Do we have with us Stanley Brezenoff yet? Would you come forward and provide your testimony first.

STATEMENT OF STANLEY BREZENOFF, DEPUTY MAYOR, CITY OF NEW YORK

Mr. **Brezenoff**. Mr. Chairman, members of the subcommittee, my name is Stanley Brezenoff, I am the deputy mayor of the city of New York but I am here speaking for Mayor Ed Koch who had planned to be here and whose testimony I will read. Obviously he is apologetic about not being here but circumstances have required his presence elsewhere as we attempt to deal with the impending storm that we're facing and he is on his way out to some of the most adversely affected areas.

I am going to read his testimony as if the mayor were here and reading it. Unfortunately you will not get the full conscient flavor, however, I will try.

Mr. **Martinez**. We'll use our imagination. We've both heard him speak before.

Mr. **Brezenoff**. All right, I will attempt to do that. First, for him I would like to thank the Subcommittee on Employment Opportunities for conducting this hearing in New York City because he is very proud of the city's efforts to promote the national service and I know that he is delighted that you will be able to hear firsthand. I understand the plan to have you see some of the programs directly may have to be canceled as a consequence of the day and I know the mayor wanted the opportunity to testify in support of H.R. 888, the Voluntary National Youth Service Act and H.R. 1326, S. 536, the Select Commission on National Service Opportunities Act of 1985.

Again noting that I in each case means Edward I. Koch [reading]:

I have been an active proponent of universal national service for many years. I have advocated it in speeches across the country and I find that it strikes a particularly responsive chord with audiences whenever and wherever I discuss it. People actually stand up and cheer.

In one form or another national service has been supported by most Presidents with a couple exceptions. Public opinion polls have consistently shown that national service is supported by a large majority of the American people. One should not be surprised. National service is one of the very few ideas on the political landscape which if implemented is capable of fundamentally changing for the better the way Americans relate to each other and to the nation.

National service is the vehicle for strenghtening the connection between the Nation and its citizenry for providing the social cement among Americans of the same generation and for creating an opportunity for each generation to leave an important legacy to the generations which succeed it.

Let me discuss each of these thoughts. If we believe current public opinion polls, this generation of young adults is obsessed with the pursuit of its material well being and with getting ahead. Certainly there is nothing wrong with wanting the best life possible for oneself and one's family. I suspect that this generation is not markedly different from its predecessors in this regard but it should be a serious concern of young Americans who are out of touch with the spirit of altruism and public service. It should be a serious concern if Americans do not know what it feels like to give to others and to give to their country. The strength of a free society depends on its members appreciating the obligations as well as the rewards of citizenship.

Consider the constitutional right to a trial by jury of one's peers, Morris Janowitz, the University of Chicago sociologist cites a 1979 survey of high school and college students where respondents rated their right to trial by jury very high but rated their obligation to serve on a jury very low. There is something wrong here. The balance between citizens rights and obligations must be restored if the strength of our society is to be preserved.

Under universal national service every young American would contribute services to their Nation for a period of time. The Nation would be able to provide many services which can now not be provided. The participants would be exposed to some of our most pressing problems, would have an interlude between school and career and would gain valuable work experience. Most importantly participants would be making a personal investment in the Nation's well being which could and should lead directly to their placing a higher value on their own citizenship.

We pride ourselves, and rightly so, on our multiethnic, multiracial society, on the fact that we are a nation of immigrants. Nowhere is this felt more keenly than here in New York City which has been and continues to be the home for wave after wave of new immigrants. It is the essence of this city and the strength of the Nation. However unless each ethnic and racial group, the rich and the poor, the educated and the not so well educated come to understand, tolerate and learn from each other, this very strength could be the Nation's undoing.

The universal national service offers the common and shared experience for this and future generations of young Americans from all backgrounds that catastrophes, such as the Depression, World War II, and the Vietnam war offered to other generations. We should not have to wait for a catastrophe to create a common currency for a generation. Indeed if national service is that shared experience, we may be able to avert some disasters and cushion the impact of many that do occur.

That bring me to my third point. National service offers the opportunity for one generation to provide a legacy for the next. In 9 years the 3 million members of the Civilian Conservation Corps of the 1930's changed the face of America by planting millions of trees, building thousands of miles of roads and trails, preventing floods, and creating irrigation systems. The physical legacy of the CCC is alive and well to this day. In the Northwest for example the CCC reforested 90,000 acres at a cost of $270,000. Today those trees are being harvested as timber valued at $630 million. The CCC built the Blue Ridge Parkway which runs south of Washington, DC. Today that parkway which is still considered the most beautiful in the country is traveled by 21 million Americans each year, many of them are relatives of the very Conservation Corps members who bought the road half a century ago.

Imagine the legacy this generation of national service participants could provide. They could give services in health care, in education, in our cultural institutions, in child care, in improving the environment and rehabilitating the decaying physical infrastructure. They could work in our urban centers as well as in the countryside. In fact, estimates are that there is a need for between 3 and 4 million national service participants to address our current unmet service needs, and I would note that today in the face of this storm our service corps participants are working in Red Cross shelters that had been established to meet the needs of those dislocated temporarily put out of their homes by the flood and are working with our parks department such thing as preparing sandbags for the impending flood at low lying areas.

Of course the national service can accomplish even more. For example, despite the recent reduction in the national unemployment rate, youth unemployment remains at unacceptable levels. The teenage unemployment rate is close to 20 percent and the rate for black teenagers is an appalling 41.3 percent. National service will provide youth who are looking for an opportunity with work experience and a track record. This will enable them to compete in American society.

Recent news stories have highlighted the recruitment concerns of the all volunteer force. There will be 20 percent fewer youth reaching military age by 1995. This raises serious questions as to whether the All Volunteer Force can be maintained. Universal national service provides a guaranteed labor pool for military backup services. It may provide sufficient volunteers for a military service option and it would in all likelihood resolve the issue of who should serve when not all need serve which so vexed the Nation during the Vietnam war.

The case by national service is powerful. I have long believed that it is time to move the idea along concretely and systematically, therefore last year I established the National Service Corp. for the city of New York to administer an urban demonstration of national service called the City Volunteer Corps. CVC enrolls New Yorkers between 17 and 20 for up to a year of full-time community service as city volunteers or CV's. There are a few eligibility requirements beyond age and city residence. Applicants are selected through a lottery system. My expectation is that over time CV's will reflect in general terms the demographic diversity of the city.

CV's receive $80 a week, net of taxes for their expenses, after a full year of service CV's receive either a $2,500 cash readjustment allowance or a $5,000 educational scholarship at their option. More than 3,000 young New Yorkers have applied for admission to CVC in less than a year, 600 are now in the corps which is growing toward its full strength of 1,000 CV's. We expect to spend $27 million over the 3-year term of the demonstration and we project a cost at full strength of approximately $10,000 per CV year. CVC is certainly not the biggest item in the city's budget but it has as much potential for lasting impact as any other undertaking in which the city has engaged.

In less than 1 year CV's have created nature trails in Brooklyn, Queens, Staten Island, and Manhattan parks. They have refurbished the immense St. George Ferry terminal on Staten Island. They have restored two Staten Island ferries to almost mint condition. CV's have distributed more than 145,000 pounds of surplus food to thousands of handicapped and elderly homebound. They have staffed small church shelters for the homeless. They have recorded the life histories of the city's elderly and have spruced up more than a dozen senior citizen centers in Manhattan, Queens, and the Bronx. They have conducted recreational therapy programs for chronically and terminally ill children in several hospitals and they have been tutoring young children and recent immigrants.

CV's have prepared the city's beaches for summers, they have installed, repaired, and checked smoke detectors in the homes of more than 1,000 seniors in Queens, Brooklyn and the Bronx. In a sense they are urban trail blazers. They are helping improve the quality of life for all New Yorkers including themselves. I have every expectation that over time they will change the face of New York City in much the same way the CCC changed America in the 1930's.

Some of the changes will be physical and much of it will be measurable but the most important changes may not be clear for decades to come. These are the changes created by CVC alumni who know the city beyond the neighborhoods where they work and live, who by helping others have come to know firsthand the problems of homelessness, hunger, loneliness, illiteracy, and vandalism, who have a tolerance for others from different backgrounds, races, and creeds because the friends they made in CVC were different from themselves and who are committed to the city because they invested in the city through their time and labor and in these respect CVC offers now my vision of what national service offers in the future.

Beyond this, CVC should provide a wealth of information regarding national service in an urban environment. We should be able to provide answers to questions such as can nonresidential programs work, what types of services do national services participants perform well, who joins, how long do they stay, what do participants do after they leave. These data will be critical in planning the next stage in developing a true National Service Program.

The enactment of H.R. 888, H.R. 1326, and S. 536 are the next logical steps.

In 1983 I proposed the establishment of a bipartisan Presidential or congressional commission to study the issues involved in implementing a National Service Program, unfortunately the commisson was never established. Its relevance has not diminished and I urge the passage of H.R. 1326 which would establish such a commission.

It is also time for the Federal Government to support the local and State initiatives which are now developing around the country. In addition to our demonstration, there are programs now underway in San Francisco, Marin County, Sacramento, and Oakland, CA. There is a Wisconsin Conservation Corps and a Washington State Service Corps. Los Angeles has recently announced plans to establish a youth service corps, so has New Jersey. The State of New York plans to create and Empire State Service Corps. Our demonstration has attracted worldwide interest. Visitors have come here from Great Britain, Canada, Australia, and West Germany and from many States.

If these initiatives are to survive and new ones launched, Federal support is crucial and we must not forget that our ultimate goal is establishing a truly national service program.

Through the provision of Federal matching grants, the States and units of local government which operate youth service projects, H.R. 888 is an important step in the right direction. It permits varied structures of service corps to develop and be tested. The knowledge we gain through local and State programs supported by Federal resources will lead to a better national program which could conceivably be administered on a decentralized basis.

The time for Congress to act is now. When so many States and localities allocate their limited resources to move forward an initiative which is by definition national in scope, it should be clear that the concept has merit. National service is more than a good idea. It is a statement of how we feel about ourselves and about our country. President Reagan says that we Americans should feel good about ourselves. If we want to feel good about ourselves and America, let us do good.

Thank you.

Mr. MARTINEZ. Thank you, Mr. Brezenoff. You know as you were talking I started to think about all the other kinds of programs that we've initiated in Congress, Job Corps, job training programs for young people which offer valuable work skills. Are these supervised by people who are master craftmen of journeymen in a particular trade?

Mr. BREZENOFF. I think it varies. We've been hearing more about the CVC but they are supervised by whatever level of expertise is required for them to do the job that they're doing. Quite a lot of it does not require that kind of master journeymen.

Mr. MARTINEZ. When you talked about refurbishing the two ferries.

Mr. BREZENOFF. The two ferries—they were indeed supervised by people who knew their work.

Mr. **Martinez**. In that experience, did they themselves gain skills that they might be able to use for their own employment in other jobs after they leave the corps?

Mr. **Brezenoff**. I don't think, to be sure, that all skills training enhances one's ability to hold down a regular job but I don't think that's the principal gain from the program.

Mr. **Martinez**. I understand the principal, I'm just wondering if that is an added asset.

Mr. **Brezenoff**. It can be. I don't know if the level of skill that they gained in that particular endeavor would have given them more than a leg up. I doubt that it would have qualified them for skilled jobs themselves but there is probably very little doubt that they gained a certain amount of skill and expertise that they wouldn't routinely have gotten for themselves.

Mr. **Martinez**. The experience itself and working and being productive and accomplishing something is certainly an experience that helps you in any kind of an endeavor that you go into and I'm just wondering if those experiences lead them to realize that there are things that they can do, things they might want to get into.

Mr. **Brezenoff**. Absolutely. I think that's probably absolutely true. It will be interesting to see how the job experience, the service experience itself leads into career choices, educational training choices. I'm sure that it will.

Mr. **Martinez**. Yes, I think all experiences that young people have, give them the ability to then choose the one they finally want to settle upon. I've done a lot of jobs since I was 12 years old; I delivered papers, I was a punch press operator, I ran a mimeograph machine in a mail house, and I did everything before I decided to become a Congressman.

Mr. **Brezenoff**. And every one of those experiences was valuable, especially the mimeograph machine.

Mr. **Martinez**. Mr. Panetta.

Mr. **Panetta**. Thank you very much, Mr. Chairman. What's been your personal experience with the CVC, how have you seen it operate?

Mr. **Brezenoff**. Well I was very close to the process as it developed. The leadership of the CVC, both the chairman of the board and the chief executive officer are people I know very well, so I've stayed very close to it, get regular reports, am familiar with all of the programs and I know what kind of tangible result we've gotten in the way of service and what it's meant to the young people as they go through the program with the kind of enthusiasm that's been generated both amongst those participants and the communities that have received the services. To tell you the truth, it's probably the only program I know about over these last 8 years or so that this administration has been around that never—not only have we never heard an unkind word or critical word about, there's only been universal enthusiasm about it.

Mr. **Panetta**. That was going to be my next question, how has the public here in New York City accepted the volunteer program?

Mr. **Brezenoff**. Just terrifically well. All of the elected officials, the bodies that have to rule on the budget, to be sure the mayor noted in his statement that $27 million is a relatively small sum in budgetary terms against the large size of the New York City budget but it is not an insignificant sum and it is certainly a sum for which one could find alternative things to do, yet all of the elected officials, our legislative body, our board of estimate that rules on budgetary matters embraced this program as an important one that represents the possibility of doing really good things in the city.

Mr. **PANETTA**. Do the responsibilities for the volunteer corps flow through city hall? In other words do you in effect ask the corps to respond to certain needs that are brought to the attention of city hall?

Mr. **BREZENOFF**. The shorthand answer is no but I think CVC itself, its board of directors is a terrific group of individuals, it is the leadership of the CVC that has in fact identified the projects and so on to be sure that they avail themselves very accessible to people and they in fact created a program by talking to lots of people, so I'm sure some ideas flowed from people at city hall but from many other sources as well there is nothing political about the selection of the projects unless one believes that doing good things for senior centers or the elderly or the homeless and so on have some political benefit.

Mr. **PANETTA**. I'm sure they do. Does the 600—you have 600 that are now in the program?

Mr. **BREZENOFF**. Yes.

Mr. **PANETTA**. Do they reflect a pretty broad cross section of the city or are they largely from disadvantaged areas or do you know?

Mr. **BREZENOFF**. Well I think that the group is beginning to show more and more diversity. I'm not certain what the numbers are and the expectation is that ultimately if it hits 1,000 it will more closely approximate the demography of the city. I think that you'll hear from Carl Weisbrod later on and I don't want to misspeak but I think the initial population was not totally reflective of the city.

Mr. **PANETTA**. I see. Thank you very much. We appreciate your taking the time to testify.

Mr. **MARTINEZ**. Thank you, Mr. Brezenoff, and I'd like to express to the mayor that we enjoyed his testimony and we appreciated it. We hope that in his checking the city out he finds that everything is relatively safe and that the problems are very minor.

Mr. **BREZENOFF**. Thank you very much, Mr. Chairman. I think his plan is, his hope is to get back here before you leave so he'll have the chance at least to talk to you informally.

Mr. **MARTINEZ**. We'll look forward to that.

Mr. **BREZENOFF**. Thank you.

[Prepared statement of Major Koch follows]

PREPARED STATEMENT OF EDWARD I. KOCH, MAYOR, CITY OF NEW YORK

Mr. Chairman, and members of the Subcommittee. My name is Edward I. Koch. I am the Mayor of the City of New York. I would like to thank the Subcommittee on Employment Opportunities for conducting these hearings in New York City. I am very proud of our efforts to promote national service and I am delighted that you will be able to see our demonstration—the City Volunteer Corps—first hand.

I also appreciate the opportunity to testify in support of H.R. 888, The Voluntary National Youth Service Act, and H.R. 1326/S. 536, the Select Commission on National Service Opportunities Act of 1985.

I have been an active proponent of universal national service for many years. I have advocated it in speeches across the country and I find that it strikes a particularly responsive chord with audiences whenever and wherever I discuss it. People actually stand up and cheer. In one form or another, national service has been supported by President Woodrow Wilson and by each President from Franklin Roosevelt on with the exceptions of the incumbent and Richard Nixon. Public opinion polls have consistently shown that national service is supported by a large majority of the American people.

I am surprised. National service is one of the very few ideas on the political landscape which, if implemented, is capable of fundamentally changing for the better the way Americans relate to each other and to the nation. National service is the vehicle for strengthening the connection between the nation and its citizenry; for providing the social cement among Americans of the same generation; and for creating an opportunity for each generation to leave an important legacy to the generations which succeed it. Let me discuss each of these thoughts.

If we believe current public opinion polls, this generation of young adults is obsessed with the pursuit of its material well being and with getting ahead. Certainly, there is nothing wrong with wanting the best life possible for oneself and one's family. I suspect that this generation is not markedly different from its predecessors in this regard. But it should be a serious concern if young Americans are out of touch with the spirit of altruism and public service. It should be a serious concern if Americans do not know what it feels like to give to others and to give to their country. The strength of a free society depends on its members appreciating the obligations as well as the rewards of citizenship. Consider the constitutional right to a trial by a jury of one's peers. Morris Janowitz, the University of Chicago sociologist, cites a 1979 survey of high school and college students where respondents rated their right to trial by jury very high but rated their obligation to serve on a jury very low. There is something wrong here. The balance between citizens rights and obligations must be restored if the strength of our society is to be preserved. Under universal national service, every young American would contribute services to the nation for a period of time. The nation would be able to provide many services which cannot now be provided. The participants would be exposed to some of our most pressing problems, would have an interlude between school and career, and would gain valuable work experience. Most importantly, participants will be making a personal investment in the nation's well being which could and should lead directly to their placing a higher value on their own citizenship.

We pride ourselves—and rightly so -on our multi-ethnic, multi-racial society; on the fact that we are a nation of immigrants. Nowhere is this felt more keenly than here in New York City which has been—and continues to be—the home for wave after wave of new immigrants. It is the essence of this City and the strength of the nation. However, unless each ethnic and racial group, the rich and the poor, the educated and the not so well educated, come to understand, tolerate, and learn from each other, this very strength could be the nation's undoing. Universal national service offers the common and shared experience for this and future generations of young Americans from all backgrounds that catastrophes such as the depression, World War II and the Vietnam War offered to other generations. We should not have to wait for a catastrophe to create a common currency for a generation. Indeed, if national service is that shared experience, we may be able to avert some disasters and cushion the impact of many that do occur.

That brings me to my third point. National service offers the opportunity for one generation to provide a legacy for the next. In nine years the three million members of the Civilian Conservation Corps of the 1930s changed the face of America by planting millions of trees, building thousands of miles of roads and trails, preventing floods, and creating irrigation systems. The physical legacy of the CCC is alive and well to this day. In the Northwest, for example, the CCC reforested 90,000 acres at a cost of $270,000. Today those trees are being harvested as timber valued at $630 million. The CCC built the Blue Ridge Parkway which runs south of Washington, D.C. Today, that parkway, which is still considered the most beautiful in the country, is travelled by 21 million Americans each year. Many of them are relatives of the very Conservation Corps members who built the road half a century ago. Imagine the legacy this generation of national service participants could provide! They could give services in health care; in education; in our cultural institutions; in child care; in improving the environment and rehabilitating a decaying physical infrastructure. They could work in our urban centers as well as in the countryside. In fact, estimates are that there is a need for between 3-4 million national service participants to address our current unmet service needs.

Of course national service can accomplish even more. For example, despite the recent reduction in the national unemployment rate, youth unemployment remains at unacceptable levels. The teenage unemployment rate is close to 20% and the rate for black teenagers is an appalling 41.3%. National service will provide youth who are looking for an opportunity with work experience and a track record. This will enable them to compete in American society.

Recent news stories have highlighted the recruitment concerns of the all-volunteer force. There will be 20 percent fewer youth reaching military age by 1995. This raises serious questions as to whether the all-volunteer force can be maintained. Universal national service provides a guaranteed labor pool for military back-up services; it may provide sufficient volunteers for a military service option; and it would, in all likelihood, resolve the issue of who should serve when not all need serve, which so vexed the nation during the Vietnam War.

The case for national service is powerful. I have long believed that it is time to move the idea along concretely and systematically. Therefore, last year I established the National Service Corporation for the City of New York to administer an urban demonstration of national service called the City Volunteer Corps. CVC enrolls New Yorkers between 17 and 20 for up to a year of full-time community service as City Volunteers, or CVs. There are few eligibility requirements beyond age and City residence. Applicants are selected through a lottery system. My expectation is that over time CVs will reflect, in general terms, the demographic diversity of the City.

CVs receive $80/week net of taxes for their expenses. After a full year of service, CVs receive either a $2500 cash readjustment allowance or a $5000 educational scholarship, at their option. More than 3000 young New Yorkers have applied for admission to CVC in less than a year. Six hundred (600) are now in the Corps which is growing toward its full strength of 1000 CVs. We expect to spend $25 million over the three year term of the demonstration. And we project a cost—at full strength—of approximately $10,000 per CV year.

CVC is certainly not the biggest item in the City's budget. But it has as much potential for lasting impact as any other undertaking in which the City is engaged. In less than a year CVs have created nature trails in Brookyn, Queens, Staten Island and Manhattan parks. They have refurbished the immense St. George Ferry Terminal on Staten Island. They have restored two Staten Island ferries to almost mint condition. CVs have distributed more than 145,000 pounds of surplus food to thousands of handicapped and elderly homebound; they have staffed small church shelters for the homeless; they have recorded the life histories of the City's elderly and have spruced up more than a dozen senior citizens centers in Manhattan, Queens and the Bronx. They have conducted recreational therapy programs for chronically and terminally ill children in several hospitals and they have been tutoring young children and recent immigrants. CVs have prepared the City's beaches for summer. They have installed, repaired and checked smoke detectors in the homes of more than a thousand seniors in Queens, Brooklyn, and the Bronx.

In a sense they are urban trail blazers. They are helping improve the quality of life for all New Yorkers, including themselves. I have every expectation that over time, they will change the face of New York City in much the same way the CCC changed America in the 1930s. Some of the changes will be physical and much of it will be measurable. But the most important changes may not be clear for decades to come. These are the changes created by CVC alumni who know the City beyond the neighborhoods where they work and live; who by helping others have come to know first hand the problems of homelessness, hunger, loneliness, illiteracy and vandalism; who have a tolerance for others from different backgrounds, races, and creeds because the friends they made in CVC were different from themselves; and who are committed to the City because they invested in the City through their time and labor. In these respects, CVC offers now may vision of what national service offers in the future.

Beyond this, CVC should provide a wealth of information regarding national service in an urban environment. We should be able to provide answers to questions such as: Can non residential programs work? What types of services do national service participants perform well? Who joins? How long do they stay? What do participants do after they leave? These data will be critical in planning the next stage in developing a true national service program.

The enactment of H.R. 888 and H.R. 1326/S. 536 are the next logical steps. In 1983, I proposed the establishment of a bipartisan Presidential or Congressional Commission to study the issues involved in implementing a national service program. Unfortunately, the commission was never established. Its relevance has not diminished and I urge the passage of H.R. 1326, which would establish such a commission.

It is also time for the federal government to support the local and state initiatives which are now developing around the country. In addition to our demonstration, there are programs now underway in San Francisco, Marin County, Sacramento, and Oakland, California. There is a Wisconsin Conservation Corps and a Washington State Service Corps. Los Angeles has recently announced plans to establish a youth service corps. So has New Jersey. The State of New York plans to create an Empire State Service Corps. Our demonstration has attracted world-wide interest. Vistors have come here from Great Britain, Canada, Australia, and West Germany and from many states. If these initiatives are to survive—and new ones launched—federal support is crucial. And we must not forget that our ultimate goal is establishing a truly national—national service program.

Through the provision of federal matching grants to states and units of local government which operate youth service projects, H. R. 888 is an important step in the right direction. It permits varied structures of service corps to develop and be tested. The knowledge we gain through local and state programs, supported by federal resources, will lead to a better national program which could conceivably be administered on a decentralized basis.

The time for Congress to act is now. When so many states and localities allocate their limited resources to move forward an initiative which is by definition national in scope it should be clear that the concept has merit.

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For release Oct. 2, 1984, and thereafter.

The Gallup Youth Survey

Most Teens Favor National Youth Service

By GEORGE GALLUP JR.

PRINCETON, N.J. – A majority of teen-agers approves of mandatory national service for both young men and young women, according to the latest Gallup Youth Survey.

Over six teens in 10 (62 percent) say they would approve of a year's military or non-military service for all young men. Only one in three (34 percent) opposes the idea that all young men should give one year's service to their nation.

For the first time a majority of teens (51 percent) also approves of mandatory national service for young women. Opposed are 44 percent.

If required to choose between military and non-military service, 57 percent of all teens would opt for non-military duties, while only about one in three (36 percent) would prefer a year's service in the armed forces.

Little difference is noted according to sex in approval of national service for both young men and young women, but great differences are found according to the type of service preferred. Young men are pretty evenly divided in their choice of military (49 percent) or non-military service (46 percent). Young women, however, express a preference for non-military over military service by a 3-to-1 margin (69 percent to 23 percent).

Younger teens, ages 13 through 15, are slightly more inclined than are 16- to 18-year-olds to approve of national service for both young men (65 percent to 59 percent) and young women (54 percent to 48 percent). There are no differences by age in the type of service preferred.

The concept of national youth service was widely discussed in recent years, while the nation has been experiencing economic difficulties, as an appropriate way to reduce youth unemployment. Although the economy has improved, there has been no loss of enthusiasm for national service by young people themselves.

High approval is currently noted, particularly among young people

from blue-collar family backgrounds, who are most likely to be still affected by economic difficulties. They approve of national service for young men by 65 percent, vs. 59 percent approval among those from white-collar backgrounds.

Those from blue-collar backgrounds are also more likely to express preference for military service (43 percent, vs. 31 percent of teens from white-collar households). No difference is noted, however, according to occupational background on the matter of youth service by young women, with majorities from both backgrounds expressing approval.

Mandatory national service for young women receives greater support from above-average students (54 percent) than from those who say their school work is average or below (48 percent). No difference is noted according to academic achievement in approval of national service for young men, nor for the type of service preferred.

Here is how the questions were asked:

"Would you favor or oppose requiring all young men to give one year of service to the nation – either in the military services or in non-military work here or abroad, such as work in hospitals or with elderly people?"

"Would you favor or oppose requiring all young women to give one year of service to the nation under such a program?"

"If all young people were required to do this, would you personally prefer military or non-military work?"

The findings reported today are based on telephone interviews with a representative national cross section of 504 teen-agers, 13 through 18, conducted from April to June 1984.

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NATIONAL YOUTH SERVICE

	For Young Men		For Young Women	
	Favor	Oppose	Favor	Oppose
NATIONAL	62%	34%	51%	44%
Male	60	36	50	47
Female	64	32	52	42
Ages 13 to 15	65	32	54	41
Ages 16 to 18	59	37	48	47
Above-average students	62	35	54	41
Average or below	62	34	48	47
White-collar background	59	36	52	42
Blue-collar background	65	33	53	43

NOTE: No opinion (4% to 5%, nationally) omitted.

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BY W. E. P.

Mr. **Martinez**. With that we'll turn to the Honorable Leon Panetta for his testimony on these bills.

STATEMENT BY HON. LEON PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA AND SPONSOR, H.R. 888, THE VOLUNTARY NATIONAL YOUTH SERVICE ACT

Mr. **Panetta**. Thank you very much, Mr. Chairman. First of all let me say as a former executive assistant to the mayor of New York it's always nice to come back to the city but I never expected that I would be in a hearing in the middle of a hurricane in this town but maybe that's appropriate because we're calling on the best of the American people to respond to situations like this and that's what the Volunteer Corps is all about.

I want to express my thanks to you, Mr. Chairman, and to the other members of the committee who will be working on this legislation for taking the time to have this hearing on national service. I am also grateful to Mayor Koch, the City Volunteer Corps and the city of New York for hosting this session and for graciously allowing the subcommittee to look at this program and hear about this program firsthand. I'd like to also express my appreciation to all of the individuals and organizations who have always very enthusiastically offered their support of a voluntary national youth service initiative through their testimonies today, through their written statements, through their articles and through their continuing interest in this endeavor.

Youth service, it seems to me, is a concept whose time has come. All across the Nation there are newly initiated service and conservation corps that are I think meeting with unprecedented success. The excitement these programs has generated is spreading quickly throughout this country as more and more localities join in these efforts each year. The spirit and idealism that characterizes these corps is equally contagious. I believe it's time that we at the Federal level catch the fever as well.

In a few moments we'll hear the testimony directly on the New York City Volunteer Corps. I am encouraged by the undisputed initial success of this program and I congratulate all of those that are associated with it. One of the explicit objectives of the CVC upon its inauguration was to serve as a model for other communities that were interested in building their own programs. I think it will achieve that goal but the Federal Government must also take the initiative in this effort since a rejuvenated civic spirit is clearly in the national interest. I firmly believe that America's youth are the most precious natural resources that we possess in this country, yet all around us the strong bodies and the able minds of millions of young people are continually dulled by an economy that denies them the right to take a productive and respectable place in our society. Consequently, scores of young people have turned to drugs, or to alcohol, or to crime, or to other vices that occupy long hours of idleness. Moreover even those young people who are gainfully employed are turning increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow human beings.

We as a society are partially to blame for the shameful lack of social responsibility and we as a society can try to do something about it.

I have noted three trends which in my mind are relevant to the concerns mentioned above. First, out of the approximately 8.1 million Americans who are unemployed, a full 37 percent are under the age of 25. The situation is even bleaker for minority youth, especially blacks. The unemployment rate among black teenagers is 41.3 percent as compared to a 16.3 percent rate for white teenagers. In one of the most disgraceful figures I've seen of late, 18.8 percent of blacks who have a college diploma still are unable to find work.

Second, the recent reining in of the Federal purse strings has shifted the burden for social programs to States and localities which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has been unable to cover all the bases. Consequently vital community services have been drastically cut back.

Finally, the Carnegie Foundation for the Advancement of Teaching recently released a report on the state of higher education today. Their findings indicate a growing lack of creativity and civic responsibility among college students. The pressure of repaying massive student loans is forcing graduates to pursue careers in which they will be guaranteed high salaries. Jobs in public service are routinely bypassed for more lucrative private sector positions. In response, the report recommended that we promote the ideals of citizenship by linking financial aid to the performance of community service. "The most critical demand is to restore to higher education its original purpose of preparing graduates for a life of involved and committed citizenship. A critical task of national policy is to provide the incentives, the encouragement and the appropriate social pressure to bring about the needed change." That was a quote from the Foundation's report.

I raise these concerns today because I believe my bill will have a direct impact on all of the issues I've just discussed. A voluntary national youth service program would not only be an innovative means of restoring lost social services to our communities but it would provide youth with a constructive alternative to unemployment that would serve as a powerful lesson in citizenship as well. It is my firm belief that if we can demonstrate to our young people that society desperately needs and values their services, we can go a long way toward relieving the problems that I outlined above. By offering an opportunity to perform public service, we will provide unemployed youth with a constructive outlet for pent-up energy that is too often vent through other destructive means. Millions of young volunteers have already discovered a sense of purpose in a renewed spirit of brotherhood through participation in community service projects.

Unlike other proposed remedies to the youth unemployment problem, youth service programs put young adults to work but on terms that are a source of great pride and respect. Clearly these volunteer employees are in it for much more than the money.

As in the case with most volunteer programs participants gain just as much, if not more, than the recipients of the services. The youth will have the opportunity to gain practical work experience that may be the deciding factor in obtaining future employment. In many instances they will be provided with post-service financial aid that will allow them to pursue their education uninhibited by the spector of enormous debts to be repaid upon graduation and yet more important they will gain the personal satisfaction derived from the dedication of one's time and energy for the benefit of others. Tough personal demands will be placed upon the volunteers to dedicate themselves to hard work and selfless giving. Those who meet that challenge cannot but profit from this success in all of the other facets of their personal, academic, and professional lives.

As I've stated at the outset, locally initiated youth service programs have sprung up all over the country. At last count there were 21 conservation and service corps in operation in 14 States from Alaska to Maine, from Michigan to Texas. For the subcommittee's benefit I'm going to submit a list of these corps which has been compiled by the Human Environment Center and although the scope and form varies drastically from program-to-program, they share a common dedication to the ideals of renewed activism, social responsibility and youth potential.

The bill I've sponsored, the Voluntary National Youth Service Act, is I believe an effort to get the Federal Government involved in encouraging the growth of these kinds of initiatives. H.R. 888 would provide matching grants to State and local governments for the operation of youth service programs. The formulation of the specifics of the program would be left up to the localities because they can best determine community needs. The only guidelines stipulated in the legislation is that the services fulfill unmet human, social, or environmental needs in the community and that the youth be between the ages of 17 and 24 years of age and that the period of service be between 6 months and 2 years. Participants would receive a living stipend including housing, food, and other in-kind assistance of between 50 and 110 percent of the Federal minimum wage. On top of this basic assistance some localities may want to offer additional post-service benefits such as educational assistance or employment vouchers which can be redeemed with future employers. The total compensation for all these factors would be no less than 80 and no more than 160 percent of minimum wage.

Further, special efforts would be made to encourage enrollment by economically disadvantaged youths. The families of such youths would not be required to declare the earnings and benefits from youth service programs when determining their eligibility for any Federal assistance programs and precautions would have been taken to ensure that new found employment would not be at the expense of existing workers. The bill specifically stipulates that any permanent employee shall not be displaced from his or her job by virtue of any youth volunteer. Any participant who has not completed high school, and who has been out of school for more than 3 months would be required to enroll in an educational component working towards a degree.

Volunteer opportunities could include service in a number of nonprofit, social service organizations, day care centers, nursing homes, libraries, recreational facilities, law enforcement agencies, literacy training centers, public works organizations, energy conservation programs, and a number of other organizations meeting human, social and environmental needs. The only restriction placed on the type of work performed is that it not be in a forprofit business or a labor union or a partisan political organization or a domestic or personal service company or a religious organization involving explicitly religious functions. This bill would lend needed support to existing programs to expand their scope while encouraging other localities to launch new programs.

The Federal initiative I think would recognize the Federal need. After all, in the long run it is the Nation that stands to gain the most from this kind of outward looking citizenry. The call to service is not issued lightly. A voluntary national youth service program would offer young adults a renewed opportunity to earn a sense of pride and self respect. The stakes are high and the challenges are tough, yet the efforts will pay off far long after the bridge is repaired or the child is comforted. A citizenry confident in its abilities, aware of its responsibilities and compassionate toward its fellow man is the cornerstone of a healthy and prosperous society.

Mr. Chairman, my basic interest in this issue is going back since I first entered Congress and one of the first initiatives I introduced was an initiative to provide for a commission to look into this issue. Unfortunately the commission idea which came to a vote a few years ago was rejected by the House because of the concern that they did not want to simply fund another commission to conduct another study. In recognition of that fact I proposed a more specific program. There are several initiatives before you now. One is to create a commission in this particular program. I hope that the committee gives both of these initiatives its careful consideration. I think the program that I've developed here is one that is specific and that can meet the needs and can try to really support the kind of volunteer service that is in operation in places like New York City. I thank you for your consideration and urge you to continue to move this legislation if at all possible in this session.

Mr. **Martinez**. Thank you very much, Mr. Panetta. I would simply say in my own opinion I would love to see this program pass because I'm a firm believer in programs like this. That's why I supported the Conservation Corps and that's why I support Job Corps. The reason why we're proceeding with both bills is should we not get one maybe we can get the Congress to go along with the Commission to actually study and provide more detailed evidence on the feasibility of such a program. The evidence is all around them but it's amazing how much people look and don't see. The blind are not only those who are not sighted but the blind are those who refuse to see the evidence in front of them. There's a necessity for programs like this. I actually have not cosigned onto this bill because I wanted to be objective when the bill came before us, but I certainly support it 100 percent.

Mr. **Panetta**. Thank you.

[Prepared statement of Hon. Leon Panetta follows:]

Prepared Statement of Hon. Leon E. Panetta, a Representative in Congress From the State of California

Mr. Chairman, I would like to thank you and the Members of the Subcommittee on Employment Opportunities for agreeing to hold this hearing on national service. I am also grateful to Mayor Koch, the City Volunteer Corps and the City of New York for hosting this session and for graciously allowing the Subcommittee to review the successful CVC program in action. I would also like to express my appreciation to all the individuals and organizations which have so enthusiastically offered their support of a voluntary national youth service initiative through their testimonies and written statements.

Youth service is a concept whose time has come. All across the nation, newly initiated service and conservation corps are meeting with unprecedented success. The excitement these programs have generated is fast-spreading, as more and more localities join in these efforts each year. The spirit and idealism that characterizes these corps is equally contagious. I believe it is time we at the federal level catch the fever as well.

In a few moments we will hear testimony on the impressive New York City Volunteers Corps. I am encouraged by the undisputed initial success of this program, and I congratulate all those who worked so hard to make it possible. One of the explicit objectives of CVC upon its inauguration was to serve as a model for other communities interested in building their own programs. I think it will achieve this goal, but the federal government must also take an initiative in this effort, since a rejuvenated civic spirit is clearly in the national interest.

I firmly believe that American's youth are the most precious natural resource we possess. Yet all around us the strong bodies and able minds of millions of young people are continually dulled by an economy that denies them the right to take a productive and respectable place in society. Consequently, scores of young people have turned to drugs, alcohol, crime and countless other vices to occupy long hours of idleness. Moreover, even those young people who are gainfully employed are turning increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow man. We as a society are partially to blame for this shameful lack of social responsibility; and we as a society can do something about it.

I have noted three trends which, in my mind, are relevant to the concerns mentioned above. First, out of the approximately 8.1 million Americans who are unemployed, a full 37 percent and under age 25. The situation is even bleaker for minority youth—especially blacks. The unemployment rate among black teenagers is 41.3 percent, as compared to a 16.3 percent rate for white teenagers. And in one of the most disgraceful figures I have seen to late, 18.8 percent of blacks who have a college diploma are still unable to find work.

Secondly, the recent reining in of federal purse strings has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has been unable to cover all the bases. Consequently, vital community services have been drastically cut back.

Finally, the Carnegie Foundation for the Advancment of Teaching recently released a report on the state of higher education today. Their findings indicate a growing lack of creativity and civic reponsibility among college students. The pressure of repaying massive student loans is forcing graduates to pursue careers in which they will be guaranteed high salaries. Jobs in public service are routinely bypassed for more lucrative private sector positions. In response, the report recommended that we promote the ideals of citizenship by linking financial aid to the performance of community service. "The most critical demand is to restore to higher education its original purpose of preparing graduates for a life of involved and committed citizenship. . . . A critical task of national policy is to provide the incentives, the encouragement, and the appropriate social pressure to bring about the needed change," asserted the Foundation.

I raise these concerns today because I believe my bill will have direct impact on all of these issues. A voluntary national youth service program would not only be an innovative means of restoring lost social services to our communities, but it would provide youth with a constructive alternative to unemployment that would serve as a powerful lesson in citizenship as well. It is my firm belief that if we can demonstrate to our young people that society desperately needs and values their services, we can go a long way towards relieving the problems outlined above.

By offering an opportunity to perform public service, we will provide unemployed youth with a constructive outlet for pent-up energy that is too often vent through destructive means. Millions of young volunteers have already discovered a sense of purpose and a renewed spirit of brotherhood through participation in community service projects. Unlike other proposes remedies to the youth unemployment problem, youth service programs put young adults to work, but on terms that are a source of great pride and respect. Clearly these volunteer employees are in it for much more than the money.

As is the case with most volunteer programs, participants will gain just as much if not more than the recipients of the services. The youth will have the opportunity to gain practical work experience that may be the deciding factor in obtaining future employment. In many instances they will be provided with post-service financial aid that will allow them to pursue their education freely, uninhibited by the spector of enormous debts to be repaid upon graduation. Yet even more importantly, they will gain the personal satisfaction derived from the dedication of one's time and energy for the benefit of others. Tough personal demands will be placed upon the volunteers to dedicate themselves to hard work and selfless giving. Those who meet this challenge can not help but profit from this success in all other facets of their personal, academic, and professional lives.

As I stated at the outset, locally initiated youth service programs have sprung up all over the country. At last count, there were 21 conservation and service corps in operation in 14 states, from Alaska to Maine, from Michigan to Texas. For the Subcommittee's benefit, I am submitting a list of these corps that has been compiled by the Human Environment Center. Although the scope and form varies drastically from program to program, they share a common dedication to the ideals of renewed activism, social responsibility and youth potential.

I have sponsored the Voluntary National Youth Service Act because I believe that the federal government should encourage the growth of such local initiatives. H.R. 888 would provide matching grants to state and local governments for the operation of youth service programs. The formulation of the specifics of the programs would be left up to the localities, as they can best determine community needs. The only guidelines stipulated in the legislation is that the services fulfill unmet human, social or environmental needs in the community, that the youth be between the ages of 17 and 24 years of age, and that the period of service be between six months and two years.

Participants would receive a living stipend (including housing, food and other in-kind assistance) of between 50 and 110 percent of federal minimum wage. On top of this basic assistance, some localities may want to offer additional post-service benefits such as future educational assistance, or employment vouchers which can be redeemed with future employers to share the cost of an initial salary period. The total compensation from all these factors would be no less than 80 and no more than 160 percent of minimum wage.

Special efforts would be made to encourage enrollment by economically disadvantaged youth. Furthermore, the families of such youth would not be required to declare the earnings and benefits from youth service programs when determining their eligibility for any federal assistance programs. Precautions have been taken to ensure that the newfound employment would not be at the expense of existing workers. The bill specifically stipulates that any permanent employee shall not be displaced from his or her job by any youth volunteers. Any paticipant who have not completed high school and who has been out of school for more than three months would be required to enroll in an educational component working towards a degree.

Volunteer opportunities could include service in non-profit social service organizations, day care centers, nursing homes, libraries, recreational facilities, law enforcement agencies, literacy training centers, public works organizations, energy conservation programs or any other organization meeting human, social or environmental needs. The only restrictions placed on the type of work performed are that it not be in a for-profit business, a labor union, a partisan political organization, a domestic or personal service company or a religious organization involving explicitly religious functions.

This bill would lend needed support to existing programs to expand their scope, while encouranging other localities to launch new programs. The focus would be at the local level, yet a national program would supply the coherence. A federal initiative would recognize the federal need. After all, in the long run it is the nation which stands to gain the most from a more outward-looking citizenry.

The call of service is not issued lightly. A voluntary national youth service program would offer young adults a renewed opportuntiy to earn a sense of pride and self-respect. The stakes are high; the challenge, tough. Yet the efforts will pay off far long after the bridges are repaired or the child is comforted. A citizenry confident in its abilities, aware of its responsibilities, and compassionate towards its fellow man is the cornerstone of a healthy and prosperous society.

Conservation and Service Corps Profiles

July 1985

There has been a remarkable emergence of state, local and non-profit youth conservation and service corps since the 1981 termination of most such Federal programs. Data here show $119.9 million now spent annually for these operations in the U.S. — $95 million for 21 programs in 14 states, $13.9 million for 17 local and non-profit corps, and $10 million by Federal agencies (vs. a Federal $260 million before 1981). Canada, with one-tenth of the U.S. population, spends $50 million per year on such programs.

These units vary in design and function, but they typically depend upon an array of conservation, youth and employment interests for statewide and/or local support. All serve conservation and/or human needs, and most are seriously under-funded. The funding levels shown here are not necessarily comparable from corps to corps because of variations in program design and accounting. The Human Environment Center is glad to provide details on the structure and functions of each corps.

This information has been gathered from corps managers, but the Center is responsible for any errors or omissions. Corrections and additions are earnestly invited. - **Human Environment Center, 810 18th St., N.W., Washington, DC 20006;** 202/393-5550.

State Year-round Corps

aska Conservation Corps ($350,000): Administered by and operates in Alaska State Parks. Employs enrollees, 15 to 18 years old, in summer program and 18 to 24 years old in year-round program. Non-residential and residential. 75 Summer, 5 year-round corpsmembers.

Mike U. Lee, Director
Alaska Conservation Corps
Pouch 7001
Anchorage, AK 99510
907/265-4504

California Conservation Corps ($44 million): A division of the California Resources Agency. Contracts with federal, state and local land-managing agencies. Ages 18-23. Has mandatory GED and literacy program. Operates 19 residential centers and 13 non-residential satellites. 1947 corpsmembers.

Bud Sheble, Director
California Conservation Corps
1530 Capitol Ave.
Sacramento, CA 95814
916/445-0307

necticut Conservation Corps ($620,000): Administered by the Department of Environmental Protection. Operates 10 eight-member crews in state parks and forests. Ages 18-26. Non-residential. 80 enrollees.

Richard Couch, Director
Planning and Development
Division of Conservation/Preservation
Dept. of Environmental Protection
Hartford, CT 06106
203/566-3026

Iowa Youth Corps ($1,200,000): Administered by the Iowa Office of Planning and Programming. Public and private agencies provide 30% funding and operate programs on non-federal public lands. Ages 14-19. Operates summer conservation program, volunteer program and year-round, in-school service corps for disadvantaged youth. Non-residential. 2000 enrollees.

JoAnn Callison
Office of Planning & Programming
523 East 12th St.
Des Moines, IA 50319
515/281-3927

Michigan Conservation Corps ($5.2 million): Administered by the Department of Natural Resources. Operates on public land. Enrollees must be 18-25 and on general assistance when hired. Michigan may also establish a Community Service Corps. Non-residential and residential. 500 enrollees.

Timothy Ervin, Director
Michigan Conservation Corps
Department of Natural Resources
P.O. Box 30028
Lansing, MI 48909
517/373-0134

Minnesota Conservation Corps ($805,000): Administered by the Department of Natural Resources. Operates on state-owned land. Ages 18-26. Non-residential. Also operates summer program for ages 16-18. 75 year-round corpsmembers, 150 summer.

John Grts, Director
Office of Youth Programs
Minnesota Dept. of Natural Resources
Box 4, 500 Lafayette Rd.
St. Paul, MN 55146
612/296-2144

New Jersey Youth Corps ($1.5 million): Administered by the Department of Community Affairs. Public and private agencies can contract for corps units to perform a variety of conservation & human service projects. Corpsmembers are high school drop-outs & must return to school to participate. The Dept. of Education administers $700,000 in funds for the mandatory educational component. Ages 16-25. 800 enrollees.

Ken Butko, Administrator
New Jersey Youth Corps
Rm. 4A - NJ Dept. of Community Affairs
CN-800 363 West State Street
Trenton, NJ 08625
609/984-6444

Ohio Conservation Corps ($6.5 million): Administered by Division of Civilian Conservation in the Department of Natural Resources. Operates on public and private lands. Ages 16-23. Two residential and seven non-residential. 400 corpsmembers.

Ed Hinton, Chief
Ohio Division of Civilian Conservation
1889 Fountain Square, Bldg F-2
Columbus, OH 43224
614/265-7057

Pennsylvania Conservation Corps ($13.5 million): Administered by the Department of Environmental Resources. State agencies (Environmental Resources, Military Affairs, Fish, Game and Historical Sites & Museums) and any local government can submit project proposals to the DER. Operates on public land or private land with documented public benefit. Ages 18-21. Must be economically disadvantaged. Non-residential. Also operates summer program for 15-18 year olds, with foundation grants and private donations. 500 enrollees now, 1500 by June.

Ralph Romano, Director
Office of Program Planning & Development
Dept. of Environmental Resources
P.O. Box 1467
Harrisburg, PA 17120
717/787-2316

Texas Conservation Cadet Corps ($375,000): Administered by the Texas Education Foundation as part of the Governor's Exemplary Programs for Youth. Funded by JTPA and public & private sector partnership. Operates in state parks, wildlife refuges, barrier islands and on the Battleship Texas. Ages 18-21. Residential. 40 enrollees.

Doug Duke, Director
Exemplary Programs for Youth
Governor's Office of Planning & Budget
Sam Houston Building
Austin, TX 78711
512/475-1147

Wisconsin Conservation Corps ($2.5 million): Administered by a governor-appointed citizen policy board attached to the Department of Administration for fiscal and budgetary purposes. Operates on public and private land. Public and non-profit agencies submit proposals [illegible] operate corps units. Ages 18-25. Non-residential. 570-670 enrollees.

William Brakken, Executive Secretary
Wisconsin Conservation Corps
119 Monona Avenue
P.O. box 8918
Madison, WI 53708
608/266-7730

Washington Conservation Corps ($2.5 million) and Community Service Corps ($1.1 million): Conservation Corps administered in six state conservation agencies and coordinated by the Department of Employment Security. Operates on state land. Ages 18-25. Residential and non-residential. Service Corps administered by Department of Employment Security. Serves the handicapped, elderly, poor, sick and mentally retarded. 500 corpsmembers.

William C. Basl, Director
Washington Conservation Corps
Employment Service Division
Employment Security Department
212 Maple Park MS KG-11
Olympia, WA 98504
206/754-1072

State Summer Corps

(Summer 1985 Projections)

Alaska: See above

Iowa Conservation Corps: See above

Maine Conservation Corps ($255,000): Administered by the Department of Conservation. Combines state funds with local governments' federal Summer Youth dollars. Operates on state land. Ages 16-21. Non-residential. 100 corpsmembers.

Dennis Dolron, Director
Maine Conservation Corps
State House Station 22
Augusta, ME 04333
207/289-2211

Maryland Conservation Corps ($630,000): Administered by the Department of Natural Resources. Operates on state, county and private lands in conservation projects aimed at saving the Chesapeake Bay. Ages 16-21. Non-residential.

Jonathan Underwood, Director
Maryland Conservation Corps
Department of Natural Resources
69 Prince George Street
Annapolis, MD 21401
301/296-3664

Michigan Youth Corps ($18 million): Administered by the Employment Security Commission. Operates on public lands through the Departments of Natural Resources and Labor. Ages 18-21. Priority given to older applicants whose heads of households are unemployed. Non-residential. 15,000 positions.

Timothy Ervin
Conservation Jobs Programs
Dept. of Natural Resources
P.O. Box 30028
Lansing, MI 48909
517/373-0134

Minnesota: See above

Pennsylvania: See above

Other Corps Programs

Anne Arundel County Bay Savers, MD ($100,000): Administered by County Office of Manpower. Funded through JTPA. Designed to preserve economic & environmental quality of several watersheds of the Chesapeake Bay. Operates on public lands. Ages 16-21. Non-residential. 60-90 corpsmembers.

Dorothy McGuinness
Anne Arundel Y.C.C.
P.O. Box 1831 - MS 1306
Annapolis, MD 21404
301/244-1319

City Volunteer Corps, New York City ($7 million): Administered by a non-profit corporation funded by New York City. 18 year-olds serve as volunteers in conservation and human service projects. Enrollees receive $80 a week for expenses and qualify for a $2,500 cash readjustment or $5,000 scholarship bonus after one year of service. Year-round, non-residential. 350 volunteers, 1000 by September.

Carl Weisbrod, Executive Director
National Service Corporation
842 Broadway
New York, NY 10003
212/475-6444

Dutchess County Youth Community Service Corps, NY ($300,000): Administered by the non-profit Youth Resource Development Corp. Funded by JTPA. Crews work in county and state parks and in service corps projects, including rehabilitation for the Poughkeepsie Housing Authority. Ages 16-19. Employs three crews of in-school youth and three of highschool drop-outs. Year round, non-residential. 36 positions.

James Klasen, Director
Youth Resource Development Corp.
319 Mill Street
Poughkeepsie, NY 12601
914/473-5005

East Bay Conservation Corps, Oakland, CA ($1.1 million): Administered as a private, non-profit organization. Funded through public agency funds, foundation grants and fees for services. Contracts for work with federal, state and local agencies. Ages: 17-24 year-round & 16-21 summer. Non-residential. 68 corpsmembers.

Joanna Lennon, Executive Director
East Bay Conservation Corps
1021 3rd Street
Oakland, CA 94607
415/272-0222

Environmental Action Coalition, NY ($28,000): Youth Conservation Corps program administered by non-profit environmental organization. Funded by private corporations. Concentrates on urban park maintenance and clean-up. Ages 15-18. Non-residential. 12 enrollees.

Nancy Wolf, Executive Director
Environmental Action Coalition
417 Lafayette Street
New York, NY 10003
212/677-1601

Marin Conservation Corps, CA ($1.57 million): Administered as a non-profit organization. Funded by fees for services, foundation grants and public agency funds. Contracts for work with federal, state and local agencies. Ages: 18-26 year-round and 15-22 summer. Non-residential and residential. 78 corpsmembers.

Don Perkins, Acting Director
Marin Conservation Corps, Box 89
San Rafael, CA 94915
415/454-4554

Montgomery County Conservation Corps, MD ($227,000): Administered by the Department of Family Resources. Funded by JTPA and Maryland Conservation Corps. Operates on public lands in watersheds of the Potomac, Patuxent and Anacostia Rivers. Ages: 14-21 summer and 17-22 Year-round. Non-residential. 20 enrollees year-round and 40 summer.

Deborah Shepard, Coordinator
for Conservation Corps
101 Monroe Street
Rockville, MD 20850
301/949-3380

Multnomah County Youth Services Demonstration Project, OR ($102,000): Administered by Multnomah County Youth Services. Funded by fees for services, donations and Community Development Block Grants. Operates on public lands and in low-income urban neighborhoods of Portland area. Minimum age 18. Year-round, non-residential. Number of enrollees varies with contracts and funding changes.

Bonnie Neal, Acting Director
Multnomah Cty. Youth Services Project
5205 Southeast 86th Ave.
Portland, OR 97266
503/775-8170

NEW YORK STATE: Four summer conservation corps operate on state and local lands in three counties and one town. Cheektowaga Conservation Corps ($83,000) is administered by the town youth bureau and funded by town tax revenues. Ages 15-18. Non-residential. 90 corpsmembers.

Three county programs, Oswego ($82,000-64 youth), St. Lawrence ($80,000-64 youth), and Suffolk ($261,000-250 youth) are funded with JTPA and local in-kind. Ages 14-21. Non-residential.

Robert Off, Program Coordinator
Cheektowaga Conservation Corps
c/o Cheektowaga Youth Bureau
Town Hall
Broadway & Union Roads
Cheektowaga, NY 14225
716-668-3323.

David Warner, Director
Oswego County Conservation Corps
Oswego County Cooperative Extension
Main Street
Mexico, NY 13114
315/963-7286

Director
St. Lawrence County Youth Department
Surrogate Court Building
Court & Judson Streets
Canton, NY 13617
315/963-2377

Peter Crisano, Project Director
Suffolk County Dept. of Labor
655 Deerpark Ave.
Babylon, NY 11702
516/661-8600 Ext.229

Northwest Youth Corps, Eugene, OR ($125,000): Administered as a private, non-profit organization funded by fees for services from private logging companies and non-profit organizations. Ages 16-18. Operates two five-week, residential summer sessions. 64 enrollees.

Arthur Pope, Director
Northwest Youth Corps
895 East 39th Ave.
Eugene, OR 97405
503/343-6419

acramento Local Conservation Corps, CA ($357,000): Administered as a private, non-profit corporation. Funded by JTPA, special allocations under the California Conservation Corps Act and private donations. Contracts for work on public land. Mandatory education and training component operated through Consumnes River College. Ages 18-23. Year-round, non-residential. 58 corpsmembers.

Ron Espinoza, Executive Director
Sacramento Local Conservation Corps
c/o Consumnes River College
8401 Center Parkway
Sacramento, CA 95823
916/423-3139

San Francisco Conservation Corps ($1.5 million): Administered as a non-profit organization. Funds from government projects, philanthropy and fees for services. Contracts for work on public land. Ages 18-23 year-round & 15-18 summer. Non-residential. 85 corpsmembers.

Robert Burkhardt, Director
San Francisco Conservation Corps
Fort Mason, Building 111
San Francisco, CA 94123
415/928-SFCC

noma Community Conservation Corps ($80,000): Administered by a private, non-profit organization. Funded by fees for services. Operates on public and private lands. Ages 16-23. Non-residential. 8 enrollees. Summer JTPA funded YCC ($155,000) works on public lands for non-profit agencies. Ages 14-21. Non-residential. 95 crew positions.

Marla Young, Program Manager
Sonoma Community Conservation Corps
9619 Old Redwood Highway
Windsor, CA 95492
707/838-6641

mokey House, VT ($270,000): Administered by a non-profit organization. Operates natural resource demonstration project and work/study program for n-school, disadvantaged Vermont youth, ages 14-19. unded by school tuitions, philanthropy and federal ollars. 24-36 enrollees.

Richard F. Kovacs, Director
Smokey House
R.D. #1 Box 292
Danby, VT 05739
802/293-5121

nnessee Valley Authority Conservation Work Corps 70,000): Contracts for work with other local, state d federal agencies, currently the U.S. Army Corps of ngineers and the National Park Service. Operates on ublic lands. Minimum age 18. Year-round, on-residential. 40 enrollees.

Chris Strain, Program Manager
Tennessee Valley Authority
1C41 Old City Hall Complex
Knoxville, TN 37902
615/632-6033

West Philadelphia Improvement Corps ($128,500): Administered by the West Philadelphia Partnership, a non-profit organization. Supported with city job funds, private & corporate donations and University of Pennsylvania in-kind contributions. Ages 13-21. Non residential. 112 corpsmembers summer, year-round operation expected soon.

George Brown, Executive Director
West Philadelphia Partnership
4025 Chestnut Street
Philadelphia, PA 19104
215/386-5757

Youth Conservation Corps ($10 million): YCC still operates on a limited basis in three federal agencies-National Park Service, Fish and Wildlife Service and Forest Service. Ages 15-18. Primarily non-residential. Summer only.

NPS-Grover Barham, 202/343-2917
FWS-Don Boyd, 202/343-4404
FS-Leon Anderson, 202/382-1680

Youth Energy Corps, NY ($250,000): Administered by a private, non-profit organization affiliated with the Bronx Girls Club. Work/training program for disadvantaged youth. Ages 16-18. Provides basic weatherization for low-income housing. Funded by foundation support for training and fees for services. Year-round, non-residential. 30-48 enrollees.

Howard Luckett, Executive Director
Corporation for Youth Energy Corps
The Bronx Girls Club
1130 Grand Concourse
Bronx, NY 10456
212/590-4050

Canadian Corps Programs

Katimavik ($50 million): Administered as a non-profit organization. Youth serve for nine months as volunteers to communities and non-profits in conservation and human service projects. Ages 17-21. Enrollees receive $1 a day and $1,000 bonus for a nine-month stint. Supervision, supplies and materials provided by communities and agencies served across Canada. Residential.

Ken de la Barre, Deputy Exec. Director
Katimavik
2270 Ave Pierre Dupuy Cite du Havre
Montreal, Quebec H3C 3R4
514/861-9901

STATEMENT BY REV. JOSEPH M. SULLIVAN, AUXILIARY BISHOP AND EXECUTIVE VICE PRESIDENT OF CATHOLIC CHARITIES

Mr. MARTINEZ. With that we'd like to call the first panel. The first panel will consist of Rev. Joseph M. Sullivan, auxiliary bishop and executive vice president of the Catholic Charities from the Brooklyn Diocese of New York City. He's also chairman of the board of the National Service Corp. for the city of New York which manages the CVC. We will have joining Father Sullivan at the panel, at the table here, Mr. Carl Weisbrod, executive director of CVC, Mr. Frank Campagna, team leader, CVC and Mr. Melvin Campos, borough's coordinator for the Bronx CVC accompanied by two city volunteers.

Reverend SULLIVAN. I'm not so sure this testimony would be anywhere near the relevance or the substance that of the Congressmen's which hits not only the policy questions but I think probably in terms of experience.

My name is Joseph Sullivan. I am the auxiliary bishop and the executive vice president of Catholic Charities in the Diocese of Brooklyn in the city of New York. I am also the chairman of the board of the National Service Corp. for the city of New York which manages the City Volunteer Corps, a voluntary youth service programs established by the mayor last year.

I appreciate this opportunity to appear before the subcommittee to present my views on H.R. 888, the Voluntary National Youth Service Act, and H.R. 1326/S. 536, the Select Commission on National Service Opportunities Act of 1985.

National service is an idea which embodies the spirit I believe of American life. A free nation depends on the participation of the citizens and the promotion of the general welfare. We have certainly accepted that American people face this challenge with the moral certainty that in fulfilling our obligation to help others, we also help ourselves.

Through my involvement with CVC I have had the direct opportunity to see first hand what a voluntary youth service program can do both for its youth volunteers as well as for those who it serves.

The benefits to the volunteers are several: They experience personal spiritual growth, they emerge from their experience better able to meet the challenges and responsibilities of citizenship, they obtain what I would call life skills, something more fundamental than specific job skills which ready them for the more personal responsibilities of growing up adulthood. The community benefits by the receipt of the desperately needed services the volunteers provide by the entrance of its young people into the mainstream of community life and by the recipients own increased understanding and tolerance of those who are different from themselves both in age and in background.

Spiritual growth—the development of a sense that there is a purpose in life beyond the service of one's own material needs—is a quality we do not hear much about these days in connection with our youth. Sadly, this generation of young people are seemingly driven by a very narrow set of values and seek to achieve for themselves as much material success as they can as quickly as possible.

Whatever the temper of the time, we have a duty to promote society's higher values. One such value is society's moral sense that we should look to the good of others as well as ourselves. This ethic is also rooted in our shared political belief dated back to the Greek city-state, that citizens of a free society have reciprocal obligations to the country that safeguards their rights. We owe it to ourselves as well as to our children to see that our youth develop an active appreciation of this spiritual and political heritage.

But it has been 20 years since President Kennedy exhorted our young people to ask what they could do for their country. Youth needs to be challenged beyond the present preoccupation with self-advancement and success. Much is said about the voluntary spirit of America, but in fact we have failed to provide this generation of young people with the leadership and opportunity to discover, develop and apply that voluntary spirit. I do not believe that altruism is dead in this generation of young people. I believe it is simply waiting to be reawakened and when it is offered sufficient outlets for expression it takes root.

Programs like CVC give our youth an opportunity to discover their altruism. As one city volunteer recently put it, "It makes me feel good that I am able to help people who aren't able to help themselves."

Fostering an existing sense of altruism is but one of the spiritual benefits of voluntary service. CV's learn that the virtue of sacrifice by the rigorous residential training sessions, the fact that they receive only expense money rather than a wage, by the hard work on the service project and the postponement of other personal goals while they engage in service. They have also learned that the virtue of tolerance through shared experience with CV teammates of diverse backgrounds and also with CV project recipients of different ages and cultures. In the course of one CVC project this year and one in which 400 young people visited the homes of 1,500 elderly people throughout New York City to provide and to test smoke detectors, a CV said "I learned how to talk to all people, you've got to be a lot more understanding." Another said "I've learned to be more patient. Some of them try to argue and I try to talk more calmly than I used to. I'm learning to talk more politely."

These young people have also learned the joy and the satisfaction that service can bring. I saw that joy firsthand when I was a CV for a day and a volunteer for a program offered to managers and policymakers of the public and the private sector. As I worked alongside a team of CV's painting the Staten Island Ferry boats, I learned that inner city youngsters can get up at 6 a.m., travel to a ferry in another borough by 8 a.m., get to work on time, work a full day at heavy physical labor in the heat and get to class after work to complete their schooling. A site supervisor who was kind of a crusty city employee evaluated their performance as superior to the job that had been contracted out to a private firm. In the process of their work I believe these youngsters learned specific work skills as well as the ability to follow supervision and how to cooperate with one another.

By experiencing the spiritual value of voluntary service, young people developed the necessary awareness of their reciprocal obligations to the body politic. If we show youth the joys of helping to solve the problems of their communities I believe we will concur their alienation and instill in them the desire to meet the societal obligations. I'm not sure if youth is alienated or we alienate youth. If we give them the life skills they need and encourage their personal educational growth, they will be able to meet these obligations of citizenship in an informed and responsible manner. Our free society depends then on the participation of such citizens.

CV's also learn what I have indicated as life skills, tolerance, sacrifice, hard work, reliability which help makes up their character and self-discipline, the young people need to take on the basic responsibilities of adulthood such as a job, marriage, children, community. CVC further equips its volunteers with life skills by means of its own educational programs. CV's who are not high school graduates are required to work toward a high school diploma or a graduate equivalency diploma. High school graduates are given the opportunity to attend college or college preparatory courses. In addition, CV's may obtain up to $5,000 in scholarship money, depending on the length of their service.

The most obvious benefit of a voluntary youth service program to the community of course is the direct services provided by the volunteers. We make it a point that we do not do unnecessary work. We do things that people really want done in their own communities. Even with all the public services provided government and voluntary organizations put together, there still exists an enormous service gap of useful work that can only be filled by committed volunteers. One study several years ago produced a catalog of nearly 3 million useful jobs that could be performed by youth under the rubric of a national service program. In one CVC project in which CV's worked with the Visiting Nurse Service of New York City, CV's assisted maternal/child health and pediatric care nurses to perform services that the nurses do not have time to perform themselves. Among other activities the CV's set up meetings between patients and nurses by making visits to the homes of patients who do not have telephones and help others get children ready for medical and welfare appointments. Under the auspices of the Church Avenue Merchants Association of Brooklyn, CV's taught English as a second language to Cambodian and Vietnamese refugees in the Flatbush section. CV's are also rehabilitating a building to house the homeless as part of a project sponsored by the Committee on the Heights Inwood Homeless, and CV's delivered over 145,000 pounds of USDA surplus food to the homebound this year in cooperation with the city's Office of Crisis Intervention Services. It is the first time in the Nation we believe that such a massive delivery of surplus food directly to the homebound has been undertaken.

What is noteworthy about these and indeed all CVC projects is the very nature of the work performed by the CV's. They're not simply performing tasks that financially pressed project sponsors cannot afford to hire professional workers to do. Under the best of financial circumstances it would be economically infeasible, for example, to pay the vast numbers of workers that would be needed to deliver thousands of pounds of perishable surplus food and indeed the reality is that that money is not in that program to do that. No local government could possibly pay for all the professionals who would be required to tutor the thousands of immigrant children who need help with their English. The value to society of having such work performed is vital and immeasurable. But our country would come to an economic standstill if we were to attempt to meet these needs only by a professional paid work force.

Beyond economic realities, however, volunteers in a program such as CVC provide a humanity that paid workers sometimes do not provide. Since each project assignment is of relatively short duration, volunteers do not experience burnout. They give everything they have of their energy and concern for the brief periods of their assignments. This is by no means a criticism of professional workers performing similar tasks. It is simply a recognition of the fact that volunteer work is different in kind from professional work and we need what each has to offer.

The community benefits from the receipt of voluntary youth service in less tangible ways such as increase in its ranks of productive and informed citizens. There is also a reciprocity of experience recipients enjoy in addition to the direct service provided by the volunteers. As in the Peace Corps, those who served are touched by the lives of those whom they serve. The increase is intercultural, interracial, and intergenerational.

But is there a need for a national youth service program, my answer would have to be a resounding yes for the reasons already stated, but national youth service needs is a Federal leadership and involvement. I stated earlier that we have failed our young people by not providing them with the leadership they need to discover, develop and apply their voluntary spirit. I believe that only the visibility Federal Government can provide will fully awaken our youth to the value of a national service. Moreover, in order to channel that altruism into product service we will need many more volunteer service programs. Only Federal assistance and financial incentives can help localities create such programs in sufficient numbers.

Finally it has been said that although national service is an idea supported by the majority of the American people, there is continuing debate about the way an actual national service program should work. Should it be residential or nonresidential? For females as well as males? Should the emphasis be on providing services to volunteers or recipients. Federal involvement can give us the opportunity to try different models, with different localities developing programs to suit their particular needs. There is no reason why a national system cannot be a varied system. In fact, the failures of some past federal monolithic antipoverty programs demonstrate the desirability of having localities decide on the program model that works for them.

From all this shared experience we will begin to learn about the benefits and liabilities of the various national service models as they function in the real world. The Federal Government, as the central repository of this information would then be in a position to guide localities in the refinement of existing programs and in the development of new ones.

Finally the day may come when the country moves to some form of a universal national service. Should that occur, the Federal Government would have completed its research, created a network of local volunteer youth service programs and therefore be ready to institute an intelligent, efficient national service system.

For these reasons I am particularly enthusiastic about H.R. 888, the Voluntary National Youth Service Act, introduced by Congressman Panetta which would provide matching grants to localities for youth service projects and thereby give us further opportunity to learn through the experience. I also support the legislation introduced by Congressman Torricelli and Senator Hart, H.R. 1326/S. 536, the Select Commission and National Service Opportunities Act of 1985, which would increase the visibility of the national service ideal and forward the effort toward the creation of a national service program by further study.

I commend the subcommittee for its demonstrated interest in national service. Thank you for the opportunity to address you on this important issue. I can tell you as a board member that there are many very talented able people who are willing to give their time to serve and it's the proper corporation that the city of New York has volunteers and have become enthusiastic not only by the reports that come back from the field experience, but I've questioned right from the beginning what ought to be the direction we should and I believe that it is the unanimous position of our board that we are onto in New York City a very fine experimental program which we think along with others in the country could be a tremendous valuable help to the Federal Government in designing a national program.

Mr. Martinez. Thank you, Father Sullivan.

[Prepared statement of Bishop Joseph M. Sullivan follows:]

Prepared Statement of Bishop Joseph M. Sullivan, Executive Vice President of Catholic Charities, Brooklyn Diocese, and Chairman of the Board of the National Service Corporation for the City of New York

Mr. Chairman and members of the Subcommittee. My name is Joseph M. Sullivan. I am the Auxiliary Bishop and the Executive Vice President of Catholic Charities in the Diocese of Brooklyn in the City of New York. I am also Chairman of the Board of the National Service Corporation for the City of New York which manages the City Volunteer Corps (CVC), a voluntary youth service program established last year by Mayor Koch. I appreciate the opportunity to appear before the Subcommittee to present my views on H.R. 888, the Voluntary National Youth Service Act, and H.R. 1326/S.536, the Select Commission on National Service Opportunities Act of 1985.

National Service is an ideal which embodies the sprit of American life. A free nation depends on the participation of its citizens in the promotion of the general welfare. We have always accepted that American people face this challenge with the moral certainty that in fulfilling our obligation to help others, we help ourselves.

Through my involvement with CVC, I have had the opportunity to see first-hand what a voluntary youth service program can do for both its volunteer youth and for those it serves.

The benefits to the volunteers are severalfold: they experience spiritual growth, they emerge from their experience better able to meet the challenges and responsibilities of citizenship, and they obtain what I would call "life skills"—something more fundamental than specific job skills—which ready them for the more personal responsibilities of adulthood. The community benefits by the receipt of the desperately needed services the volunteers provide, by the entrance of its young people into the mainstream of community life and by the recipients' own increased understanding and tolerance of those different from themselves in age and background.

Spiritual growth—the development of a sense that there is a purpose in life beyond the service of one's own material needs—is a quality we do not hear much about these days in connection with our youth. Sadly, this generation of young people are seemingly driven by a very narrow set of values and seek to achieve for themselves as much material success as they can as quickly as possible.

Whatever the temper of the times, we have a duty to promote society's higher values. One such value is society's moral sense that we should look to the good of others as well as ourselves. This ethic is also rooted in our shared political belief, dating back to the Greek city-state, that citizens of a free society have reciprocal obligations to the country that safeguards their rights. We owe it to ourselves as well as to our children to see that our youth develop an active appreciation of this spiritual and political heritage.

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These young people also learn the joy and satisfaction that service, can bring. I saw that joy first-hand when I was a CV for a Day, a CVC program open to managers and policy makers in the public and private sector. As I worked alongside a team of CVs painting Staten Island Ferry boats, I learned that inner city youngsters can get up at 6 A.M., travel to a ferry in another borough by 8 A.M., get to work on time, work a full day at heavy physical labor in the heat and get to class after work to complete their schooling. A site supervisor evaluated their performance as superior to a job that had been contracted out to a private firm. In the process of their work they learned specific work skills as well as the ability to follow supervision and cooperate with others.

By experiencing the spirital virtues of voluntary service, young people develop the necessary awareness of their "reciprocal obligations" to the body politic. If we show youth the joys of helping to solve the problems of their communities, I believe we will conquer their alienation and instill in them the desire to meet their social obligations. If we give them the life skills they need and encourage their personal and educational growth, they will be able to meet those obligations of citizenship in an informed and responsible manner. Our free society depends on the participation of such citizens.

CVs also obtain what I have termed "life skills." Tolerance, sacrifice, hard work and reliability help make up the character and self-discipline young people need to take on the basic responsibilities of adulthood: job, marriage, children, community. CVC further equips its volunteers with life skills by means of its educational program. CVs who are not high school graduates are required to work toward a high school diploma or a Graduate Equivalency Diploma (G.E.D.). High school graduates are given the opportunity to attend college or college preparatory courses. In addition, CVs may obtain up to $5000 in scholarship money, depending on their length of service.

The most obvious benefits of a voluntary youth service program to the community is the direct services provided by the volunteers. Even with all the public services provided by government and voluntary not-for-profit agencies there exists an enormous "service gap" of useful work that can be filled by committed volunteers. One study several years ago produced a catalog of nearly three million useful jobs that could be performed by youth under the rubric of a national service program. In one CVC project in which CVs worked with the Visiting Nurse Service of New York, CVs assisted maternal/child health and pediatric care nurses perform services that the nurses did not have time to perform. Among other activities, the CVs set up meetings between patients and nurses by making visits to the homes of patients without telephones and helped mothers get children ready for medical and welfare appointments. Under the auspices of the Church Avenue Merchants Association, CVs taught English as a second language to Cambodian and Vietnamese refugees in the Flatbush section of Brooklyn. CVs are also rehabilitating a building to house the homeless as part of a project sponsored by the Committee on the Heights Inwood Homeless. And CVs delivered over 145,000 pounds of USDA surplus food to the homebound this year in cooperation with the City's Office of Crisis Intervention Services. It is the first time in the nation that such a massive delivery of surplus food directly to the homebound has been undertaken.

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Beyond economic realities, volunteers in a program such as CVC provide a humanity that paid workers can never provide. Since each project assignment is of relatively short duration, volunteers do not experience "burn-out." They give everything they have of their energy and concern for the brief period of their assignment. This is by no means a criticism of professional workers performing similar tasks. It is simply a recognition of the fact that volunteer work is different in kind from professional work, and we need what each has to offer.

The community benefits from the receipt of voluntary youth service in less tangible ways, such as the increase in its ranks of productive and informed citizens. There is also a reciprocity of experience recipients enjoy in addition the direct service provided by the volunteers. As in the Peace Corps, those who served are touched by the lives of those who serve them. The increase is intercultural, interracial and intergenerational understanding is mutual.

Is there a need for a national youth service program? My answer is a resounding "yes" for the reasons already stated. What national youth service needs is federal leadership and involvement. I stated earlier that we have failed our young people by not providing them with the leadership they need to discover, develop and apply their voluntary spirit. I believe that only the visibility federal involvement can provide will fully awaken our youth to the value of national service. Moreover, in order to channel that altruism into productive service we will need mary more volunteer service programs. Only federal assistance and financial incentives can help localities create such programs in sufficient numbers. Finally, it has been said that although national service is an ideal supported by the majority of the American people, there is continuing debate about the way an actual national service program should work. Should it be residential or non-residential? For females as well as males? Should the emphasis be on providing services to volunteers or recipients? Federal involvement can give us the opportunity to try different models, with different localities developing programs to suit their particular needs. There is no reason why a national system cannot be a varied system. In fact, the failures of some past federal monolithic anti-proverty programs demonstrate the desirability of having localities decide on the program model that works best for them. From all this shared experience we would begin to lean about the benefits and liabilities of the various national service models as they function in the real world. The federal government, as the central repository of this information, would then be in a position to guide localities in the refinement of existing programs and the development of new ones. Finally, the day may come when the country moves to some form of universal national service. Should that occur, the federal government would have completed its research, created a network of local volunteer youth service programs, and therefore be ready to institute an intelligent, efficient national service system.

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I commend the Subcommittee for its demonstrated interest in national service. Thank you for the opportunity to address you on this important issue.

Mr. **Martinez**. I would like to say for the sake of time, the time constraint we're under, that your statements in the entirety will be entered into the record and if you would just summarize, it would help us with the time.

STATEMENT BY CARL WEISBROD, EXECUTIVE DIRECTOR, CVC

Mr. **Weisbrod**. Yes. Mr. Chairman, I heard the testimony of the mayor and our chairman, Bishop Sullivan, on the background and ideals and objectives of CVC and I have submitted a detailed statement, written statement of my own about how CVC works and some of our base line data and a summary of our project activity and we'd certainly be delighted after the conclusion of our testimony to answer any questions you may have regarding any of this material.

I'd just like to briefly give you the bare program design of CVC. We are open to all 17- to 20-year-olds in the city of New York. The only individuals we exclude are those who are current active drug users and those who have committed serious felonies which would make them inappropriate to work with sensitive populations such as small children and the elderly and others.

We select our CV's through a lottery process which is designed to produce over time 50 percent high school graduates and 50 percent nonhigh school graduates and we look to achieving boroughwide distribution of CV's so that each borough in the city of New York is fairly represented. After our applicants are selected we invite them to a 7-day residential training program that takes place in camp in upstate New York and many of our CV's come in as trainees thinking that they are going to camp but find out that they are going to a rather rigorous training experience and quite frankly the purpose of our training is to screen out those who are inappropriate and uncommitted to service as well as to instill in trainees and ultimately CV's the sense of esprit and a sense of corps wideness. CV's may stay in the corps for a maximum of 1 year. They receive while they're in CVC $80 a week for their expenses and that's net after taxes and at the end of a full year of service either $2,500 as a cash readjustment allowance or a $5,000 scholarship at their option. Those CV's who stay for 6 months or more receive lesser amounts of cash readjustment allowance or scholarship, again at their option.

As our chairman indicated all CV's who have not yet obtained their high school diploma are required to attend either AVE or GED courses to improve their literacy and to obtain a high school diploma because we believe not only will that further their own careers but basic literacy and high school diploma are just basic elements necessary for citizenship in this country and to participate in the life of this society. We encourage our CV's to take college courses if they are high school graduates already.

We assign our CV's to teams of twelve, those teams are as diverse as possible. They work all over the city of New York on human services as well as physical services. Each team participates in at least one human and one physical service during the course of its year's experience. We want our CV's to be exposed to as many different kinds of project experiences as we can. Our sponsors are either city agencies or not for profit organizations and we look to our sponsors to provide supplies, technical supervision, and technical training.

We want our sponsors to make a commitment to our CV's, that is really the equivalent of the commitment our CV's are making to our sponsors and to the client groups that our sponsors are dealing with.

I'd just like to cite three underlying concepts about CVC that are perhaps somewhat different from standard job training programs or other youth service programs that exist around this country and around the world. First we are a strength base model. We rely on the proposition that our young people want to be challenged and that our CV's want to be challenged and the more challenging you make the experience for them, the more they will rise to the challenge and it is for that reason that we seek out demanding projects that we expect our CV's to continue in school, not on project time but indeed after project time. As Bishop Sullivan indicated, many of our CV's have to travel long distances to get to their project sites but that is also a reflection of the real world and we think of CVC as a citywide youth service program, not a community-based youth service program. We want our CV's committed to the city of New York in its entirety. Sometimes our CV's are required to work evenings and weekends as the project demands and as Deputy Mayor Brezenoff mentioned earlier, our CV's today are responding to this horrible weather that we have by staffing Red Cross shelters and by working with the parks department on preventing citywide flooding.

Second, we are a stipend based and not a wage based program. We are following the model of the Peace Corps and VISTA and paying expenses rather than a wage and all of our CV's receive the same $80 a week for expenses, whether they work 35 hours in a given week or 55 hours in a given week. We think that disassociation of the compensation to the project is a critical element in developing a greater sense of a service ethic.

Third, we are a service based program, not a job training program. I think through our exposure—CV's exposure to a variety of different project experiences, it enables them to make career choices and certainly they engage in a great variety of work experiences that would be useful to them in their careers and we certainly emphasize academic training and academic opportunity but we do not provide nor do we state to the incoming CV's that we are offering specific job training skills, although many of our CV's do acquire those skills on specific projects.

Finally I think one of the things that makes us distinct from most other efforts around the country is our emphasis on human service work and the fact that this is an urban environment where the demands of the city and the needs of the city are at least as great in the human services as they are in the physical services. Our CV's have responded to that I think and made a human connection because of the kinds of human service work that they're doing. Our goal is to see that CV's understand the difference between serving Chicken McNuggets at McDonald's and working on a soup kitchen line to the homeless and we think that many of our CV's, if not all of our CV's, who have been exposed to human services for a significant length of time understand that distinction and we've seen it in several cases and seen it really quite extraordinarily in some cases. We have one CV who was tutoring small children on a reading project in the Bronx, who as a result of that, organized a tutoring session for all the young children in her apartment building. The project in the Bronx has now ended but the tutoring in her apartment building continues.

We have one CV who was working with terminally and chronically ill children, providing them with recreation services in a hospital in Brooklyn. She became so attached to the children that she was working with that she would come in on weekends and holidays to work with them because of her emotional connection with those children. It is that kind of service I think that will last for years beyond the CVC experience and we are very pleased to see that develop.

Thank you, Mr. Chairman.

Mr. MARTINEZ. Thank you, Mr. Weisbrod.

[Prepared statement of Carl B. Weisbrod follows:]

PREPARED STATEMENT OF CARL R. WEISBROD, EXECUTIVE DIRECTOR, CITY VOLUNTEER CORPS

Mr. Chairman and members of the Subcommittee. My name is Carl Weisbrod. I am Executive Director of the City Volunteer Corps (CVC), a voluntary youth services program in New York City created last year by Mayor Koch as a three year demonstration project. CVC is managed by the National Service Corporation for the City of New York (NSC), a not-for-profit organization incorporated by the Mayor for the purpose of conducting the CVC demonstration. I am pleased to appear before the Subcommittee to acquaint you with the work of CVC, and to present my views on the subject of voluntary youth service and the national service legislation proposed in this Congress, H.R. 888, the Voluntary National Youth Service Act, and H.R. 1326/S. 536, the Select Commission on National Service Opportunities Act of 1985.

Although the ideal of national service enjoys widespread support even its champions diverge on the issue of the particular form a national service program should take. National service proposals include mandatory and voluntary programs; broad-based and selective programs; and service-oriented, job-oriented and personal development-oriented programs. The proposals vary, in large part, because the various national service advocates see national service as a means of fulfilling one or more of a variety of social needs. These needs include improving the quality of the all-volunteer army, easing the severity of youth unemployment, developing a stronger service ethic within society by tapping the idealism of our nation's youth, and providing an alternative and/or complementary learning experience to existing formal education systems.

Over the past several decades, variants of national service have been tested, including the depression-era Civilian Conservation Corps and, in the 1960's, the Peace Corps and VISTA. Since the mid-1970's, various state and local initiatives in this country (such as California Conservation Corps) as well as national programs in Canada (Katimavik) and elsewhere have begun making important contributions to the national service discussion by providing hard data on a variety of approaches. During the past two years, six youth service programs have been initiated in San Francisco, Sacramento, Minnesota and Texas, as well as in New York City. Governor Cuomo has proposed an Empire State Service Corps for New York State which would complement New York City's efforts.

Creating CVC required us to translate the ideal of national service into an appropriate reality. Building on the experiences of other youth service efforts here and abroad, as well as on untested national service theory, we designed CVC to suit the needs of New York City and other large urban centers, and to provide a programmatic model for a system of national service.

The resulting program, with its emphasis on human service work, its mix of residential training and non-residential service, and its combination of stipends, readjustment allowances and scholarships, is a unique model which has attracted world-wide interest. During its first program year, visitors have come from Great Britain, Australia and Canada, as well as from many cities and states in the United States.

The Ford Foundation has engaged Public/Private Ventures (P/PV), a well known Philadelphia research organization, to conduct a study of the two dozen youth service progams which have sprung up in this country, in Canada, and in Great Britain. In view of the importance of the New York City demonstration, CVC is one of the five sites selected by P/PV for an in-depth case study.

The specific goals of the CVC demonstration are:

A. To provide high quality human and physical services that would not otherwise be performed and that have a positive and measurable effect on the citizens and communities of New York City;

B. To promote City Volunteers' (CVs) personal development through formal academic training, educational benefits, and project activities;

C. To assist CVs in reaching their full potential as adult members of society by exposing them to the values of community service, ideals of citizenship, the pursuit of new interests, and by bringing them together for shared experience with both teammates and service recipients of diverse backgrounds;

D. To stimulate, inform and encourage other related youth service activities in the nation through distinctive programming and by conducting CVC activities in a high quality, cost effective manner.

The following is a description of the CVC program design and some adjustments in that design based on early experiences from our first year of operation. As we are just beginning our second year in existence, it is too soon to offer a complete assessment of how this program is working. However, early indications are that CVC has been a success in terms of both benefits to volunteers and service to the community.

THE PROGRAM

A. An Overview - As its name suggests, CVC is voluntary rather than compulsory, broad-based rather than selective or competitive, and oriented toward service rather than jobs or skills. Unlike the Civilian Conservation Corps of the 1930s, and the current California Conservation Corps, CVC is urban and non-residential, except for its residential training program. Unlike the Peace Corps and VISTA, which have a competitive selection process, CVC seeks a diverse pool of applicants, reflecting the demographics of New York City's young adult population. CVC recruits, trains and engages 17 to 20 year old City residents for a year of service as City Volunteers (CVs). CVs receive weekly stipends of $80 net per week following the lead of the Peace Corps and VISTA, which provide volunteers with subsistence allowances rather than wages. The $80 per week is intended to cover the expenses associated with volunteering. CVs are eligible for cash readjustment of $2500 and/or scholarships of up to $5000 after a year of service. The cash readjustment allowances and scholarships are intended to provide volunteers with the means and encouragement to pursue their personal career goals at the conclusion of their service experience. The amount of the readjustment allowance/scholarship is pegged to the length of service (commencing with the completion of six months of service) in order to reflect the degree to which a volunteer needs assistance in readjusting to the pursuit of a normal career (See Attachment 1).

CVs enroll for a one year tour of duty consisting of an initial residential screening and orientation period of seven days and a series of project assignments of varying lengths. Groups of CVs are organized into demographically diverse teams, each with a full-time team leader. Depending upon the nature of the project, teams may be as large as twenty (20), others as small as twelve (12). Currently, CVC has about 600 CVs on 44 teams in the field. Team leaders are chosen for their character, experience and skill in small group management. Team leaders receive training when they enter the service and on an ongoing basis.

Although CVs acquire important skills that enhance their educational opportunities and employability, they are participating in a service progam, not an employment program. Their goal is to render service of real and lasting value to the City of New York. They may be required, when the project demands it, to put in long work weeks for which they will not receive "overtime" or "compensation." They are expected to be physically fit so as to be able to respond effectively in emergencies. Subject to health and religious considerations, they are asked and expected to give blood.

CVs participate in a variety of service projects, each sponsored by a City agency or a not-for-profit organization, which provides on-site work supervision to the team as well as necessary equipment/supplies. Projects are carefully designed so as not to cause - either directly or indirectly - the displacement of existing workers or employees. Rather, each project is a discrete response to a particular unmet servie need. CVs are assigned to at least two projects of varying types (e.g. human services/physical work), in different City neighborhoods, during their year in service.

An important goal of the service is to promote the personal development of volunteers. CVC offers a rich variety of experiences which may influence future career decisions. As with VISTA and the Peace Corps, the year of sevice itself provides Volunteers an advantage in obtaining jobs and admission to institutions of higher learning. In addition, however, Volunteers are required to improve their literacy, computational, and other academic skills. Those without high school diplomas are required to work toward a Graduate Equivalency Diploma (G.E.D.). High school graduates are encouraged to attend college or college preparatory courses.

As a demonstration program testing an urban model of national service, CVC maintains close ties with other programs in the United States and elsewhere. The Ford Foundation has provided CVC with support for a series of staff and technical exchanges among many youth service organizations. It is expected that CVC will be involved in a series of participant exchanges which will enable outstanding CVs to work with other programs, while CVC hosts visitors from other sites. The travel and other extra costs of these exchanges will be underwritten by private funds. Next month two CVs are going to Bristol, England to help launch Bristol 1000, a program modelled directly on CVC. In addition, next month CVC expects to exchange teams with the San Francisco Conservation Corps for three weeks.

B. Eligibility and Recruitment - In keeping with the spirit of broad-based national service, there are few eligibility requirements for Volunteers. Individuals are eligible to serve if they are New York City residents, eighteen to twenty years of age at the time of application or at some point during their projected one year enrollment, and of good moral character. Both high school graduates and non-graduates may apply.

Married persons and parents are also eligible to serve. CVC assists Volunteers in obtaining day care services through New York City's Agency for Child Development.

CVC encourages the handicapped to apply. It has received a $30,000 grant from the J.M. Foundation to recruit and train handicapped young adults. The grant is used to conduct outreach and provide the services needed to support handicapped youth in the Corps.

CVC seeks a balance of both males and females. Currently, 53% of current CVs are males and 47% are females. Volunteers are selected through a lottery when the pool of applicants exceeds the number of positions available. In order to encourage a representative mix of Volunteers, the lottery is controlled by two factors: (1) borough of residence (New York City is composed of five boroughs) and (2) high school diploma. The selection process is designed so that the percentage of applicants selected from each borough is equal to the percentage of eighteen to twenty year olds in each borough as reported in the 1980 census. The goal is to have high school graduates constitute half of those selected to serve.

In our first year of operation, from October 1984 through September, 1985, 1089 recruits entered CVC training. CVC efforts to insure proportionate borough representation has been largely successful: Brooklyn provides the largest contingent of CVs; Staten Island the smallest. The school status of the 1089 who entered training fell far short of the goal of having 50% high school graduates. However, in the last three months the percentage of high school graduates who entered training has increased significantly. Now, more than 25% of the Corps are high school graduates. I am confident that over time, we will achieve our goal of 50% high school graduates. I believe this better balance between high school graduates and non-graduates is largely the result of CVC's recent expansion of the age limit to 20 and the implementation of a targetted advertising campaign to complement on-going recruitment efforts. I expect the balance to continue to improve in our second year.

Originally the CVC age limits for Volunters was 17 to 18 years of age. CVC raised the age limit to 20 in order to attract college students who take some time off before college graduation. This is a sizeable group: only 25% of entering CUNY freshmen graduate in four years. Moreover, broadening the age limit brings CVC more into conformance with similar programs around the world. The California Conservation Corps has an age range of 18-25; Canada 17-21; Great Britain 18 and over; San Francisco 17-23. Discussions with all of these programs indicate that older participants provide a degree of stability and maturity to the Corps.

CVC's recruitment campaign is designed to attract all segments of the City's young adult population (18 to 20 years old). Each week recruiters visit and make presentations at dozens of high schools, youth service organizations, college and job fairs as well as other special events that attract young adults or their parents. (Neighborhoods which have a large number of 18 to 20 year olds receive special attention.) CVC also uses mass mailings, flyers, local newspaper coverage, and posters to publicize the program. Applications are available through schools, community organizations, community boards, churches, synagogues, unemployment centers and other government agencies.

In June 1985, CVC launched a print media campaign developed by a major advertising agency on a pro-bono basis. The campaign uses posters and public service announcements. This recruitment strategy has begun to yield greater numbers of applicants as well as more high school graduates. As of September 15, 1985, more than 3,009 applications had been received by CVC.

Special recruitment efforts, as well as the expansion of the age limit to 20, should also provide CVC with a greater proportion of applicants who are attracted to CVC for its service ethic rather than the significant opportunities it provides for educational training, job discipline and scholarships. Currently, CVs are predominantly minority and/or disadvantaged youth who were looking to CVC for an opportunity. As young people become attracted to CVC by the chance it provides to serve, the ethnic and economic mix of the Corps will diversify. The personal growth experienced by young people as a result of such diversity is an important goal of the CVC program.

As soon as an applicant is selected, he/she may begin to register for Training. Each registrant is required to: complete the CVC application; undergo a health examination, paid for by CVC, and administered at an approved hospital or medical facility; be fingerprinted; and provide proof of New York City residence as well as verification of school status before he/she can begin.

C. TRAINING

In its first year of operation, CVC conducted ten residential training cycles that varied in length from seven to twelve days. Nine hundred thirty eight (938) trainees participated. These training cycles took place at the Goddard-Riverside Camp in Rifton, New York or at the GreenKill YMCA Camp near Port Jervis, New York. In addition, CVC conducted five non-residential training sessions in May 1985 in which 151 trainees participated.

CVC has opted for a seven-day residential training period in its second year based on its first year experience. The length of residential training had no apparent material affect on the wash-out rates for trainees or the attrition rate of CVs after training. However, early indications are that CVs who went through residential training have a greater commitment to the Corps than those who were only exposed to non residential training.

CVC pays for the trainees' transportation to and from Training, as well as room and board for the trainees. In addition, trainees receive a weekly stipend of $15 during Training. Trainees are not considered full-time Volunteers, and are issued uniforms, only after they have completed the training program. At that time, they start to receive their $80 weekly stipend.

The goals of residential training are to:

- screen out those who are uncommitted or unmotivated;
- instill team spirit through physical tasks which can be accomplished by all those who try;
- introduce a service ethic;

- expose trainees to living with others of different backgronds; and

- orient trainees to CVC's rules, projects and objectives.

The daily program consists of strenuous physical exercise, participation in work projects, Outward Bound-like team building exercises, workshops, testing for reading levels, and exposure to human service issues. This is an intense residential experience in an isolated setting, which provides a significant degree of quality control and esprit. This has been critical to the early stages of CVC. To date, 16 % of all trainees have been screened out before they became members of the service. This screening mechanism is necessary because CVC maintains an open intake policy.* Moreover, early indications are that the esprit fostered in residential training stays with the volunteers throughout their period of non-residential service.

D. THE PROJECTS

City Volunteers participate in a variety of challenging projects to provide the City of New York with services of real and lasting value that directly benefit its citizens and communities, promote their own personal development and stimulate additional volunteer activity. Working in teams, City Volunteers are prepared to undertake any task which contributes to the betterment of New York City and which would not be performed otherwise. Currently, 44 teams are participating in 43 projects (See Attachment 2). One hundred ten (110) projects have been completed to date.

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* Only applicants who show up positive on drug tests, who have been convicted of serious criminal acts, or who lie on their applications are screened out prior to Training.

The distribution of projects is geographically balanced so that all boroughs are fairly served. CVs are assigned to teams, and teams to projects, without regard for borough of residence. This provides Volunteers with an opportunity to learn about other neighborhoods throughout the City. Project distribution also involves a mix of physical and human services opportunities. All Volunteers are assigned to at least two projects in different neighborhoods during their year of service. Most CVs participate in three or four projects. While projects may vary in length, CVs spend no more than five months at any particular one. Long-term projects, which renuire the assistance of several teams to complete, must have identifiable milestones for each team. Preference is given to projects that create additional opportunities and resources for other community volunteer activities. CVs do not, as a rule, provide maintenance, clerical assistance or administrative staff support services.

CVs participate in physical projects that will improve parks, beaches, schools, playgrounds, shelters, hospitals, low income housing, senior centers, day care facilities, community centers, roadways, sidewalks, public monuments, libraries, museums and transportation facilities. They engage in tasks which include erosion control, field, and lot clearance, trail blazing, planting, park management, painting, plastering, furniture-building, repair, grafitti removal, facade improvement, heavy-duty cleaning and emergency repairs.

CVs also perform critically needed human services that bring them in contact with the homeless, battered children, school drop-outs, children in day care, immigrants, the frail elderly, the physically and mentally disabled, psychiatric patients, troubled adolescents and single parents. Volunteers are: helping staff private shelters for the homeless; making regular visits to the frail and homebound elderly; teaching computer skills to head start classes; and providing individualized recreational therapy to abused and neglected children. In these projects, CVs face challenges that help them develop new social skills, test their patience and teach them tolerance and compassion.

CVC assists potential sponsors - who may be either public or private not-for-profit agencies - in developing projects that deliver important and needed services to the City and that employ the talents and energies of young adults in a socially productive manner. These sponsoring agencies - rather than the CVC - identify the service needs of their constituents and determine a project's overall direction and scope. Projects must provide needed and important services to the City of New York, services which would not be provided otherwise. No project may cause the displacement of actual or potential wage earners. Sponsors must be prepared to contribute the necessary worksite supervision, training, equipment and supplies for each project. Sponsors must be prepared to work with CVC staff to develop a detailed work plan for each project. Every project must have tangible and measurable goals which can be shared by Volunteers, sponsors and the people they serve.

Projects are of varying lengths and provide full- time work for each team. Some projects need more Volunteers, some fewer. They may work in groups or individually. Projects operate on weekends or in the evening hours if that is when services are needed.

Projects can include preliminary or on-going training components. Although most service activities are appropriate for a group with diverse abilities and experiences, all projects place some educational demands upon the Volunteers. Periodically, CVC interrupts its regular service activities to perform a very large "Signature Service"(i.e. a high impact, highly visible project that brings the whole Corps together for a few days of concentrated, challenging work). To date, CVC has completed five signature services including a one day clean-up and construction project at the Roy Wilkins Southern Queens Park in November 1984, two City-wide Food Marches in which CVs delivered a total of more than 145,000 pounds of USDA surplus food to 5500 needy homebound individuals, and a clean-up of all the City's beaches. During CVC's first year, almost all projects, except signature services, were designed for teams of 10 to 12 to accommodate the static teams of CVs which were formed into geographically, educationally and sexually balanced teams of 10 to 12 at the end of Training. In later cycles, an increasing number of CVs were put onto existing teams to replace those who had been separated or who left voluntarily to return to school or go to work. All projects were designed to be appropriate for these diverse groups. Teams were assigned to projects on the basis of their availability, their previous assignments and the project's geographic location.

Sponsors have not been permitted to select their teams or screen CVs. Many potential sponsors who need help cannot accommodate or supervise a dozen people at one time. Nor do CVs have a choice in their team's assignments. Although this policy insures that CVs will always be available to perform less attractive tasks, it de-emphasizes the interests (and abilities) of those highly motivated and exceptionally talented CVs who wish to serve their City in very specific ways. Thus, CVC has recently modified the static team model and instituted a three phase program. Coming out of training, many CVs remain with their training cycle and participate in divisional projects of relatively short duration (no more than one month). Divisional projects may involve groups of 20 or even 40 CVs in relatively simple physical service projects that require little training but test the CVs' commitment and self-discipline. Divisional projects allow CVs from each training cycle to spend more time together. In addition, they give CVC staff more opportunity to learn about CVs before Volunteers are assigned to regular teams. CVs who complete these new divisional projects are placed onto a regular team (of 12) and over the next five months, will participate in a series of projects involving a mix of human and physical services.

After a CV has been in CVC for six months, he/she may choose to remain with his/her team for the rest of the year and participate in whatever projects that team performs. These CVs also have the option to apply for a special project. Special projects are those which require either a smaller number of participants, special skills, or are of particularly long duration (6 months). It is anticipated that many of these projects will be in the human services. Sponsors of these projects may select the participants; however, they must also assume greater responsibility for the CVs' performance and behavior in the project. CVs on special projects will still be part of their teams. They will attend their weekly team meetings and will be visited by CVC staff at least once a week. They will participate in signature services. Special projects will enable many sponsors to provide services that cannot be provided by a team of 12 young adults of diverse abilities and interests. These projects will also permit CVs, who have proven their commitment to service by six months of hard work and self-discipline, to pursue their special service interests and take on the challenges that they find most rewarding.

E. EDUCATIONAL DEVELOPMENT

Non-high school graduates are requested to continue their education while in the Corps. High school graduates are encouraged to do so through scholarship aid. CVC encourages all CVs to further their education after they leave the Corps. Through its mix of projects, and teamwork, CVC offers a range of experiences which may guide Volunteers in making future career decisions.

1. Educational Assessment

As part of the orientation and training program, the educational needs of CVs are assessed through standardized testing. To date, City University of New York (CUNY) has administered the Test of Adult Basic Education (TABE) in reading comprehension and vocabulary to

884 trainees. CVC Education staff uses the results of these tests, as well as personal questionnaires, to develop an educational plan for each CV. Volunteers are required to attend the classes to which they are assigned.

2. Academic Course Work

a) Non-High School Graduates - The CVC has created, through a sub-contract with CUNY, a special program of basic education and enrichment for all Volunteers. At CUNY sites located in each borough, CVs have begun appropriate classes in literacy, English as a second language, and Graduate Equivalency Diploma (GED) preparation. Two hundred-fifteen (215) CVs are currently enrolled in Adult Basic Education (ABE) classes, 116 are enrolled in GED preparation, and 13 are studying English as a second language. The balance (recent Corps members) are awaiting placement. Eighteen CVs have received their GEDs since they joined the Corps. To insure good attendance at all required classes, team leaders release CVs from the service site early enough for them to reach their classes on time. CVs who miss more than two classes in any given month are subject to suspension and separation from CVC.

b) High School Graduates - Currently, of the 161 high school graduates currently in the Corps,103 CVs have signed up to begin a college preparation seminar given by CUNY, which all high school graduates in the Corps are encouraged to attend. They are strengthening the reading, writing, and computational skills necessary to pursue further education. The seminar also provides orientation to college, college counselling, and college admissions workshops. Three CVs have completed a college course at the New School for Social Research, which CVC had arranged for them. One CV was accepted on priority admission to Brown University and received the Starr National Service Fellowship because of his participation in the Corps.

3. Informal Education Activities

The service projects provide many opportunities for learning. Several projects have involved CVs in teaching or tutoring others in basic academic life skills. Team leaders and CVs are encouraged to pursue the educational opportunities which most project sponsors provide. These learning experiences may consist of lectures or seminars by sponsor staff or may be derived from visits to nearby cultural or educational institutions. In addition, team leaders are trained to use weekly team meetings as a forum for experiential learning by identifying the competence CVs have developed through project experience and relating those experiences to larger societal issues and career paths. A formal service-learning curriculum has been drafted by CVC and is already being used by team leaders as a discussion outline for the weekly team meeting. In addition, CUNY is developing a team leader instructional handbook based upon this outline. Team leaders are also trained to help CVs maintain daily journals and to prepare weekly team reports.

4. Readjustment Allowances and Scholarships

When the period of service is over, Volunteers who serve at least six months are offered a choice between cash readjustment allowances and scholarships.

Service in this demonsration provides youth with an interlude for personal development and growth. However, it necessarily requires disruption and detour from the usual pattern of work and school. The cash readjustment allowances and scholarships are designed to provide volunteers with the means to ease the transition back to a pursuit of their career goals. Therefore, the amount of the cash readjustment allowance/scholarship is pegged to the length of service in recognition of varying degrees of disruption experienced by each Volunteer. The options available to volunteers and the administration of the cash readjustment allowance/scholarships are set forth in Attachment 1 and Schedule 1.

The scholarship is structured to encourage Volunteers to seek further education. These funds can be used at any accreditied college or V.A. approved technical school. At a high cost institution, the CVC scholarship will become a part of the student's total financial aid package. At less expensive schools, such as CUNY or a technical school, the scholarship may be used to help the student with living expenses and other items such as books or transportation, as well as defraying the costs of tuition.

5. New and Proposed Educational Components

a) College Credit. CVs who have completed the College Prep seminar will be able to take college courses at either the New School for Social Research or at the Borough of Manhattan Community College at no cost.

b) College Guidance. In addition to the college admissions workshops conducted by CUNY, CVs may arrange college and vocational guidance counselling at the Admissions and Referral Information Center, the New York Urban League, and the Teachers College Counselling Center. CVC staff help CVs with college admissions counselling and procedures.

c) Career Education. CUNY has provided career counsellors to conduct career guidance and skills inventories during training and orientation. The Education Department of CVC present "Career Days" for CVs on a quarterly basis, with representatives from civil service, health careers, private industry, job training programs, and college Admissions offices. Team leaders are receiving training in career guidance, resource-writing, and job search skills to help CVs toward their career goals.

d) The Continuation of CUNY Prep. The CVC will continue to test and place CVs in literacy, English as a second language, and G.E.D. preparation courses run by CUNY. CUNY is expanding its services to CVC by providing exclusive classes for CVs whenever possible. These classes will be scheduled with flexibility so they will better fit in with the demands of service projects.

F. Cost Effectiveness

It is too early for a definitive answer on the cost effectiveness of the CVC progam. At full complement, we project a cost per CV year of approximately $10,000, 75% of which will be attributable to CV stipends and scholarships. This cost-per-volunteer is considerably lower than other voluntary youth service programs.

Later this year we hope to conduct a study which will provide some measures of CVC's cost-benefits.

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I began my statement by pointing out that when we created CVC we were forced to make choices from both the theoretical and applied national service models. By making these choices we were able to create program appropriate to our local needs - open to the demographic diversity of an urban center, non-residential, with a rigorous educational component and a scholarship incentive. In only one year of operation we have already learned, among other things, how we can improve our recruitment efforts, further diversify a volunteer's service experience and refine our training program. At the same time, I believe our volunteers have already supplied New York City with much valuable service. CVC will provide much more service to its volunteers and to the City of New York, and will continue to refine its programmatic model, over the course of its three-year mandate.

I wholeheartedly support the concept of a voluntary national youth service program and, in particular, the legislation introduced by Congressman Panetta, H.R. 888, the Voluntary National Youth Service Act. This timely legislation would support the efforts of the localities - like New York - which have already developed and implemented youth service programs as well as provide assistance to other localities to establish variant demonstration projects of their own. Notwithstanding all that has been discussed about the ideal of national service over the decades, we still have much to learn about how various program concepts might work in application. The visibility and incentives that the federal government could provide would further us in that effort as well as help more young people and their communities experience the reciprocal rewards of voluntary service.

I also support H.R. 1326/S. 536, Congressman Torricelli and Senator Hart's legislation to establish a study commission on national service, which could bring the discussion of national service to the "front-burner" where it belongs.

Thank you for the opportunity to present my views on this vital issue.

Attachment 1

CASH READJUSTMENT ALLOWANCE/SCHOLARSHIPS

All volunteers who complete a minimum of six months service for the National Service Corporation (NSC) will be entitled to receive cash readjustment allowances and/or educational scholarships in accordance with the attached Schedule.

Upon separation from the NSC, a volunteer must select the cash readjustment allowance/scholarship option of his/her choice. Awards will be made in accordance with the following:

1. Cash Readjustment Allowances - all cash readjustment allowances will be made immediately by check payable to the volunteer.

2. Scholarships - Scholarships will be administered and issued in accordance with the following procedures:

A. The volunteer must enroll in an approved trade school or accredited post secondary educational institution within two years after separation from the NSC. Post secondary educational institutions must be accredited by the American Council on Accreditation. Trade schools must be approved by the Veterans Administration.

B. The full scholarship will be issued only to individuals who enroll in educational/training programs requiring two or more years of full time study.

C. Issuance. All scholarships will be issued in the form of two party checks drawn to the order of the individual and the institution.

(i) Individuals enrolled in two year courses of study will be issued one half of their scholarships upon receipt of proof of enrollment. The remainder of their scholarships will be issued in two installments. The first installment will be issued upon receipt of: (a) proof of completion of first year of study and (b) proof of enrollment for the second year of study. The final installment of the scholarship will be issued upon proof of attendance during the middle of the first semester of the second year.

(ii) Individuals enrolled in courses of study for more than two years will be issued one-half of their scholarships upon receipt of proof of enrollment. The remainder of the scholarships will be issued in two installments. The first installment will be issued upon receipt of proof of satisfactory completion of the first year and enrollment in the second year. The final installment will be issued upon receipt of proof of satisfactory completion of the second year and enrollment in the third year.

SCHEDULE I

Service Completed	Cash Readjustment Allowance		Scholarship
6 mos.	0	+	0
6 - 8 mos.			
Option A	$1000	+	0
Option B	750	+	$ 500
Option C	500	+	1000
Option D	250	+	1500
Option E	0	+	2000
9 - 11 mos.			
Option A	$1750	+	0
Option B	1312.50	+	875
Option C	875	+	1750
Option D	437.50	+	2625
Option E	0	+	3500
12 mos.			
Option A	2500	+	0
Option B	1875	+	1250
Option C	1250	+	2500
Option D	625	+	3750
Option E	0	+	5000

Attachment 2

CVC PROJECTS IN OPERATION

(as of September 27,1985)

1. Argus Community Painting

   CVs are painting the main facility of this youth serving agency in the South Bronx.

2. Hale House Youth Support Team

   CVs feed, dress, diaper and play with infants and toddlers who were born addicted and are under the temporary care of Mother Hale in her Harlem facility.

3. Greenbelt II

   CVs are performing trail restoration, cribbing and other anti-soil erosion measures, and are restoring the shoreline around Walker Pond, Staten Island.

4. Red Hook Playground Spruce-up (2 teams)

   By painting fences, removing debris, rehabilitating the ballfield, cutting the grass and shrubs and painting playground equipment, CVs are providing extensive rehabilitation of the four parks surrounding the Red Hook Pool in Brooklyn.

5. Hebrew Home for the Aged

   CVs are working on 5 skilled nursing units providing care to the frail elderly at this Bronx facility.

6. Visiting Nurse Service Child Health Pediatrics Program

   CVs are helping to promote the health of destitute young mothers and their children by preparing them for nurses' visits and escorting them to hospitals.

7. Westside Senior Services

   CVs are providing escort services to senior citizens who reside on the Upper West Side of Manhattan. They will also perform minor home repairs.

8. Northern Central Park Spruce-Up

   In this Manhattan project, CVs are pruning around the periphery of the Harlem Meer, clearing out walking paths in the Northwest corner of Central Park, and pruning bushes. They are also painting playground equipment, and the wall around Lasker Rink (Pool).

9. Flushing Meadow Lawn Creation Project

   CVs are converting two sitting areas into lawns, re-greening two soccer and ten volley ball fields, and cleaning up Willow Lake, Flushing Creek, and the "Fountain of the Planets" at this Queens site.

10. Water Pollution Landscape Control - Greenpoint

    CVs will improve the appearance of the grounds surrounding this Brooklyn plant.

11. East River Ballfield Prep.

    CVs are levelling and weeding to improve six ballfields in well-utilized East River Park in Manhatttan.

12. Jewish Institute for Geriatric Care

    CVs are working with professional staff to provide structured activity and enhance the lives of patients and seniors in the Day Care and in-patient programs of this Queens institute.

13. Staten Island Aid to Retarded Children

    CVs are helping retarded adults acquire basic life skills, and are helping severely retarded adults operate a workshop producing pens and frames.

14. University Settlement Operation Face-Lift

    CVs are renovating America's oldest settlement house, located on the lower East Side of Manhattan, and are assisting in some of the University Settlement's human service programs.

15. Riverside Park Improvement Phase II

    CVs are conducting a survey to learn why the recreational areas of this West Side Manhattan park are underutilized. CVs will do physical work prioritized according to priorities derived from the study.

16. McNeil Park Improvement Project

CVs are providing long overdue horticultural maintenance and playground repair in this Queens park, by performing such tasks as painting, cribbing, weeding and pruning.

17. Community Board 3 Land Usage Survey

CVs will conduct a land usage survey under the guidance of the New York City Department of City Planning. They will also conduct an economic entity survey. Both will be used for future planning for the area.

18. Heights Inwood Homeless Residence Rehabilitation

CVs are serving as construction apprentices and laborers in the renovation of a building in northern Manhattan that will house the homeless. After construction, CVs will help tenants get settled in.

19. Shield Institute - Bayside

CVs will be assigned to classroom teachers, assist in group activites and provide one-on-one attention to the mentally retarded and developmentally disabled adult clients at this Queens clinic.

20. New York Hall of Science Spruce-Up

CVs will dismantle a shed and fence and clean up the landscape in preparation for reopening of this Queens institution.

21. Kissena Park Revitalization (2 teams)

CVC will continue to develop a new nature trail in this Queens park by putting in trail posts, punching in braille markings and re-painting tin caps on top of posts, installing trail signs and stencilling in directional arrows along the trail. Plans are being made for CVC to assist Rangers in planning and performing tours along the trail.

CVs will also plant trees and flowers and do extensive cribbing.

22. Queens Independent Living Center Access Survey

CVs are surveying every public facility in Queens to determine their accessibility to the disabled.

23. Playing to Win

In this Manhattan project, CVs are trained to operate mini-computers and become familiar with software: they work one-to-one with the clients (pre-school through adults) teaching computing skills and familiarity with software.

24. Girls Club Renovation Phase II

CVs are painting the interior of the Girls Club building located in the Bronx. They are also sprucing-up the exterior.

25. Water Pollution Control Plant Landscape Improvement

CVs are cleaning up the landscape surrounding this South Bronx facility.

26. Astoria Community Senior Center Spruce-Up

In this Queens project, CVs are painting the entire center, and are performing human services for the homebound, which include delivering meals, shopping, escort services and some apartment painting and heavy duty cleaning.

27. St. George Terminal

CVs are repainting the St. George Ferry Terminal in Staten Island.

28. Ritter Scheuer Hospice Home Visiting

In this Bronx project, CVs make home visits to hospice out-patients, provide consistent volunteer support, enhance the care of patient families and augment the work of the staff.

29. Women's Survival Space

CVs act as adjuncts to the staff of this Brooklyn shelter for battered women and their children, which offers a variety of crisis intervention services.

30. Ferry Boat Painting Project

CVs are painting ferries in Staten Island.

31. DFTA (Department for the Aging) Senior Client Data (2 teams)

CVs will be assigned to a succession of senior centers, where they will interview individual clients and fill out a "profile." This will enable the New York City Department for the Aging to collect and collate critical data about the clients served by organizations funded by DFTA.

32. Queens Botanical Gardens

CVs will provide the labor needed to spruce-up a number of neglected areas of the Gardens including: re-working and edging the backyard or "demonstration" gardens; weeding and prepping the arboretum; mulching and prepping the woodlands section.

33. Mil-Gar Home Care Services

CVs will be doing heavy duty cleaning in the apartments of the homebound elderly, enabling these people to remain in their homes.

34. Van Cortland Park Barn Painting

CVs have painted the outside of three barns and an office building which comprise the Plant Nursery located in Van Cortland Park in the Bronx. During this phase of the project they will be doing the interior painting of the plant-nursery barns.

35. American Folk Theatre

CVs will be converting a roller skating rink into a 99 seat theatre for the off-off Broadway company, American Folk Theatre.

36. St. Mary's Bushwick Health Survey

CVs are conducting a phone survey of physicians and residents in the Bushwick - Bedford Styvusant Districts of Brooklyn. The survey will assess the health needs of the area and services which are available.

37. Youth Action Program Homeless Residence Rehabilitation

CVs are helping to demolish and rehabilitate a vacant building in East Harlem.

38. Medieval Festival Guild of New York/Ft. Tryon Park

CVs are building props and preparing decorations for the Medieval Festival held on September 29 in Manhattan. A team will also help man the festival.

39. Forest Park Imorovement Project

CVs will rehabilitate the Gold course and do extensive horticultural work including bush and tree ground pruning, cribbing, and planting rhotodendrens in various sections around this Queens park.

40. Argus Community Painting

CVs are painting the main facility of this youth serving agency in the South Bronx.

41. Liberty Park Improvement

CVs are providing ballfield rehabilitation and playground repair and are painting 2 parkhouses and pruning trees and bushes at this Queens park.

42. Kingsboro Fence Painting Project

CVs are helping to rehabilitate the grounds of this large medical center in Brooklyn.

43. St. Mary's Health Survey

CVs are conducting a phone survey of physicians and residents in the Bushwick - Bedford Stuyvesant Districts of Brooklyn. The survey will ascertain the health needs of the area and services which are available.

44. Flushing YMHA Painting Project

CVs are painting the child care and senior citizens congregate areas of this Queens facility.

"Signature" Services

1. New York State Senior Games - 150 City Volunteers - September 28

CVs will assist in running the New York State Senior Games which are the culmination of a year long effort by the New York State Office of Parks, Recreation and Historic Preservation to encourage senior citizens to participate in physical activities.

2. 42nd Street Festival - 2 teams - September 29

Two teams of City Volunteers will help set up and operate the 42nd Street Festival, which is being sponsored by the 42nd Street ETC (Educational, Theatrical and Cultural).

STATEMENT BY FRANK CAMPAGNA, TEAM LEADER, CVC

Mr. MARTINEZ. Frank Campagna.

Mr. CAMPAGNA. Good afternoon. I'd like to thank the subcommittee for the opportunity to speak here today on behalf of national service. My name is Frank Campagna and I am 23 years old. I'm a graduate of Cornell University where I studied fine arts but for the last 9 months I've been a team leader with City Volunteer Corps in New York City, working with 12 young men and women on a variety of community service projects in all 5 boroughs. I've worked very intimately with people who plan and who execute service projects as well as with the people who receive services. I supervise my team working on conservation work, renovations in the Staten Island ferry terminal, renovations in senior centers, children's literacy projects in Harlem, collecting transportation data for department of city planning, homebound food delivery, and after this hearing I'll be meeting my team uptown to assist in some of the hurricane relief that they're going to be providing thanks to good old Gloria here and the experience I've had over the last 9 months has really made me a firm believer in the ability of youth service to overcome many of the pressing challenges that are confronting America today, while at the same time promoting the development of the young people who participate.

For the last 9 months I've lived, and I emphasize the word "lived," in the role of a team leader to the young people that I've seen come and make some astonishing changes on the people who live in their communities and many of those who joined began—well they came to volunteer with a great deal of cynicism, of self-doubt, little encouragement, and a tremendous sense of doubt about their future and the future of their country. One such young man who worked on my team for 6 months came 8 months after having dropped out of high school and he worked on nature trails in Brooklyn, he delivered food to the homebound and during that time he really reflected upon his interest in music and at the end of 6 months he enrolled in the School of the Media Arts and is now a full-time student in music engineering and he's a typical example of a young person who simply needed some focus, some encouragement, and some scholarship money and he got those all as a volunteer.

Another one of his teammates is a young woman who has deferred her enrollment at Florida Institute of Technology in the Marine Biology Program because she said she wanted to work with people, she liked working with people, was afraid she might not have that opportunity in college and saw volunteering as a chance to do that while at the same time getting some scholarship money to go to college.

Still another teammate was a young man who before he joined used to sell drugs with his older brother in the Bronx and he was fortunate to be able to get out of that as a result of this service. His first project was working in Staten Island, which is a borough that he was originally from, delivering homebound food and something really special happened there where when we had a lot of food left to deliver it was about 5 o'clock, I needed extra people to stay and help get the food out. He was one of the people who stayed overtime and with no compensation to make sure that the food got delivered and I think that because of that experience he really changed. It was the first time that he really experienced the strength and confidence that come from hard honest work, and while not every volunteer experiences a dramatic conversion type of experience, I have found that almost every volunteer without exception acquires a great deal of self-confidence, motivation, direction, and respect for the people they work with. A lot of this is because of the design of national service, young people work in teams. They have each other for support. The nature of the projects are experiential so that when we're finished they see the results, they can see the centers they've renovated, they hear the thank you's from the seniors who they helped. It gets dramatic where some of them may even feel the hugs of people who they deliver food to, but where the volunteers get secondary benefits, it's the general public who are the primary beneficiaries of national service and they benefit in obvious ways from getting extra meals, from having beautified parks and centers, from having extra tutoring for the children, from the special services that are given to people in hospitals, to the mentally retarded, to senior citizens but there are also less obvious, less visible ways that the public benefits.

I worked on a project at the department of city planning where we collected transportation statistics and during that time we were out on street corners and subways surveying people, collecting license plate numbers, counting cars with pedestrians, and we have mass data that will be used for the next several years by the city planning transportation division to determine not just how millions of tax dollars will be spent but also how people will travel within the city and that's something that's going to last for a long time, that data will be used in control models that will be used for later studies, but perhaps the deepest effect on the general public and one that is common virtually to every project, particularly the human service projects, is the improved relation that comes between the volunteers and those that they serve. On almost every human service project there is a great deal of intimidation, in the case where we worked in senior centers, the senior were very intimidated by young people coming into the centers with ladders and buckets, starting to paint and the young people were also very intimidated by working next to people that they weren't used to working next to, but in every center that we worked in, we were given a thank you party or reception or banquet of some kind at the end and I would say that I have yet to see a human service project where the people who were served as well as the volunteers didn't acquire some degree of compassion and understanding for each other, even people who happen to pass by projects, when they see a team of 10 or 12 young people working in a park are very encouraged by the sight of the younger generation, putting in their share to better their community.

As I mentioned before my experience and my training was in fine arts and I've worked in many media, painting, drawing, sculpture, video, martial arts to name several, but I have never worked in a medium that has the potential to so profoundly and so deeply effect so many people as being a team leader for young volunteers.

As an artist I take the time to step back from my work and evaluate its worth and as I presently step back from my work as a team leader I see the examples that I've talked about and many, many more and I see the large scale implications—beautified parks across the country, a generation of young people who are concerned and motivated and in these I see a very worthwhile investment in the future.

I'd be happy to answer any questions that you might have.

Mr. **Martinez.** Thank you, Mr. Campagna. We'll hear from all the witnesses first and then we'll go back to question.

[Prepared statement of Frank Campagna follows:]

Prepared Statement of Franklyn Campagna, Team Leader, City Volunteer Corps

My name is Frank Campagna, and I am 23 years of age. I graduated from Cornell University in 1984, where my formal schooling was in Fine Arts. For the last nine months I have been a Team Leader with the City Volunteer Corps in New York City, working on various community service projects with a team of twelve young men and women. As a Team Leader I have worked closely with those who plan, sponsor and execute service projects, and those who receive services. To date I have supervised conservation work, homebound food delivery, transportation planning research, public park renovations, senior center renovations, and a children's literacy project. I have also assisted with the training of new City Volunteers and Team Leaders.

My experience in the CVC has made me a firm believer in the ability of youth service programs to overcome many of the social challenges confronting America today, while promoting the educational and personal development of young people. In addition, youth service may be the answer to many secondary issues presently facing young people.

For the past nine months I have lived the position of Team Leader. During that time I have seen Youth Volunteers better themselves, improve the lives of people in their communities, and, I feel, set the wheel in motion for positive social change. Many of these young people joined CVC with little or no direction, plenty of cynicism, and little sense of responsibility. One such individual, on my team, served in the Corps for 6 months, building a nature trail in Brooklyn, renovating senior centers in Manhattan, and delivering food to the homebound in Staten Island. While in the Corps, he focused on his interest in music, acquired his General Equivalency Diploma, and is now a full-time engineering student at the School for the Media Arts. He is a typical example of a young person who simply needed some focus, encouragement, and scholarship money. He got them all in the CVC.

One of his team mates, on the other hand, drove his father's flatbed truck and earned a great amount of money before he even joined the CVC. He was urged to join by his father, but only remains in the Corps because he likes it. He could leave any day and have his own business (his father bought him his own truck as a birthday gift), but he says he wants to acquire his G.E.D. and help people in the city. Another teammate used to sell drugs with his older brother. He found his way out through CVC. He experienced, perhaps for the first time, the pride, strength, and confidence that come from honest work. He worked from 8:30 A.M. to 10:00 P.M. delivering food to the homebound. He painted Senior Centers, collected traffic statistics, and read to children. This young man is now an exemplary volunteer and has also assisted in training new CV's.

While every volunteer does not experience a dramatic "conversion", I have found that the vast majority acquire a great deal of direction, self-esteem, confidence, and work experience as a result of their service. Cynicism, low self-confidence, no sense of responsibility, no encouragement, social distractions and a general sense of doubt about the future prevent many young people from realizing themselves, even when opportunities are available. In youth service, however, young people work as a team. Bonded as such, they learn the advantages of cooperation and the value of being able to follow rules. The encouragment of peers, the image of a renovated community center, or the "thank-you" of a person gratefully served can have a most positive influence on a young person's faith in him/herself, in his community and in his future.

The general public also benefits tremendously from Youth Service. In the most obvious ways, they enjoy more beautiful parks, an extra meal, tutoring for their children, cleaner beaches and public facilities, and better supervision for special populations, such as the homeless or mentally retarded. Some projects, however, have less obvious benefits, and almost all projects have invisible ones.

My team, for example, worked on a survey project with the Department of City Planning. CVs collected pedestrian and vehicular statistics, and conducted surveys to determine impacts of construction on New York City streets, buses and subways. CVs expedited research on a dozen transportation projects in 5 boroughs. They observed traffic patterns at Brooklyn College, in Chinatown, and in Co-op City in the Bronx.

City planners will analyze CV-collected data and then determine how millions of tax dollars should be spent in order to most efficiently serve commuters. Few casual observers could see the purpose of CVs counting cars on cold mornings. In addition, future commuters may not realize that several CVs recording license plates during rush hour determined how they travel to and from work.

An especially subtle and wide-reaching benefit of youth service is an improved relationship between youth and those served. Many projects begin with volunteers and service recipients afraid of or intimidated by each other. During the Department for the Aging Senior Center Spruce Up project, we were rarely welcomed by the seniors who used the centers, and the CVs were often reluctant to work near the seniors. After a few days, however, seniors began commenting on the volunteers' painting, offering advice or telling stories. At every site we ended with a thank-you party from the center, a reception or a dance; seniors learned to be unafraid of young people, while CVs appreciated those of age and experience.

As mentioned above, my formal training was in Fine Arts. I have worked in many media—painting, printing, sculpture, video, drawing, martial arts, photography—to name several. But I have never experienced a medium that can so profoundly and directly affect the lives of so many people and in such a lasting way, as being a Team Leader for young Volunteers. Like any artist, I step back from my work and evaluate it is objectively as possible to assess its true quality and meaning. As I presently evaluate my work as a Team Leader, I see the exemples mentioned above, and their large scale implications—healthier parks across the nation, cleaner streets, reduced crime, motivated and responsible young people, and new faith in our children—and in these I see a worthwhile investment in the future.

Mr. Martinez. Mr. Campos.

STATEMENT BY MELVIN CAMPOS, BOROUGH COORDINATOR FOR THE BRONX, CVC

Mr. Campos. Good morning. Before I start I would like to say that all of team 4 which was my team was scheduled to be here today but because of the pending hurricane, they're working at a Red Cross shelter today.

Mr. Martinez. Mr. Campos, all of my team was scheduled to be here today.

Mr. Campos. My name is Melvin Campos. I'm currently CVC's Bronx Borough coordinator. From November 1984 until August of this year I was the team leader of team No. 4. Team 4 originally had 11 members, 7 males and 4 females; 5 came from the Bronx, 3 from Brooklyn, 2 from Queens, and 1 from Manhattan and yet the original team 4 members were not high school graduates, 3 had graduated from high school. They joined the corps for many different reasons, most came because they wanted to get their general equivalency diplomas, others came because they needed the $5,000 scholarship in order to attend college. One CV who is still with the team and is a fantastic CV only joined the corps because he wanted to go upstate for 2 weeks.

Despite their different backgrounds and aspirations they learned to work as a cooperative union. In 9 months this is what they have accomplished, they helped renovate a park in Jamaica, Queens, they helped senior citizens move into a newly renovated apartment in Upper Manhattan. At the Isabella Geriatrics Center they served as recreation aides and escorts for senior citizens as well as write life histories on the senior citizens they worked with. The team took two food marches, they delivered about 3 tons of Federal surplus food to homebound New Yorkers.

As part of the corps wide beach cleanup the team painted miles of ship rails and whitewashed the ship rail. In Far Rockaway, Queens they painted 45 blocks of benches and did boardwalk repairs. At the Kingsborough Psychiatric Center in Brooklyn team 4 beautified the entire surrounding grounds of the hospital that had not been touched in over 5 years. The team also worked with the mentally disturbed patients in recreational activities. The team is currently working at the Argus Community House in the Bronx where they are painting and erecting walls.

One of the reasons that they were able to achieve so many worthwhile projects was their commitment to excellence, to decor and to the team. This commitment was demonstrated by their outstanding attendance record. For 4 months team 4 had the lowest absenteeism rate in the corps and set a standard that each team now wishes to achieve.

When time came for the team to select a representative for the CV advisory council, team 4 even showed that they learned a little something about the electoral process. They banded together to ensure that one of their members would be elected to the council. They decided that rather than compete with each other for a position on the council, they would all benefit if they all agreed to vote for only one person and that person won the election by one vote.

Several of the original members of team 4 remained in the corps. Two CV's that have left are currently employed, one left to join job corps because of the need for a residence. Of the seven who remain, five plan to take the $5,000 scholarship and go on to college. At this time I would like to introduce two of team 4's members to you and tell you a little about their experience, Jan Monique Stiles and Judy Murray.

STATEMENT BY JAN STILES, MEMBER OF TEAM 4

Ms. STILES. My name is Jan Stiles, I'm from Bedford Stuyvesant, Brooklyn. I am currently on team 4 and I'm a high school graduate. I joined the corps because I wanted the $5,000 scholarship and when I first arrived in the corps I wanted to be a legal secretary but now as I've been in the corps for a while and have been counciled by some people in the corps, they have changed my mind and I would now like to be an attorney.

The project that really changed me in the corps was Isabella Geriatric Center and one of the projects that we did there was a life history and this was interviewing people on their history and most of them were Jewish and really I didn't think I could get along with them because I always had been stereotyped that blacks and Jews couldn't get together but I learned while I was there that all it was was a stereotype. In one instance with a man I interviewed, he was Jewish and he opened up his arms and he invited us in. He didn't see color, he didn't see anything. We only had to stay there for like a half an hour and when we finished we stayed up to an hour or an hour and 15 minutes talking about the things that he has done, the concentration camps, the thing about Hitler and everything and it really amazed me because he was there, he was among the concentration camps and I felt sorry because a person that would have to go through this and still be here today, it really astonished me and then when I learned today that no matter what color or creed or religion that you are, you're still a human being, you still have to strive and you can't look at a stereotype about anyone and that's what I learned in the corps and among the people that I've been with, their creed, their religion, and their color doesn't make a difference and that's what our team strives on. Because of my experience at Isabella, I have no stereotypes now about anyone and I would like to talk about another project at the food march where Melvin said we delivered 3 tons of food. In one instance where it was taking a long time to get to this person's house in Queens because we couldn't find it and I didn't really want to go and once I finally found it, it took about a half an hour just to find this person's home. When I got there, this lady was almost starving, she couldn't eat, she didn't eat because welfare kept cutting off her food stamps and her welfare and social service and I felt that if I wouldn't have gone there, she may have starved another day or she could have died. I just think and say that it was worthwhile finding it, to help someone eat today.

Any questions?

Mr. MARTINEZ. I have a couple but I'd like to hear from Ms. Murray first.

STATEMENT BY JENINE MURRAY, MEMBER OF TEAM 4

Ms. MURRAY. My name is Jenine Murray, I'm 19 years old and I live in the Bronx. I joined City Volunteer Corps to get my GED and for work experience. The corps gave me a lot to look back on. It made me more responsible, more independent, more reliable and to have more confidence in myself to open up to others. Also the corps has given me support for my team, my team members, my team leader. Sometimes you have personal problems and you look back and you meet someone to talk to and when you come to work, all your team members can see it in your face and they all ask you what's the problem and if the team can in any way help you out, it will help you out.

I'd like to talk about a project that we have, it was sort of included into the Isabella project—I mean the valid life. Let me first explain. The valid life is medical information that goes into the refrigerator until a person comes home. It consists of their name, a person they can contact in case of an emergency, what type of medication they're on, where their medication is kept. It's a little red sticker that says valid life. It's an application that you fill out and finish and it goes into a little plastic bag.

We were in City Bank up in Washington Heights and we were trying to get these citizens to take time out and fill out these applications and they were like "no, I'm already covered, I don't need any life insurance." So we had to explain to them that it wasn't insurance and how important it was for them and I used to look at elderly people as just being old, wrinkled, ugly, and grouchy. But as I was doing that I had time to realize that I should just look them in the eye and see that they're human beings. We had over 600 citizens to fill out applications and placed a little red sticker on their telephone or if they don't have a telephone it goes on their refrigerator in case the paramedics came, when they use the phone they know immediately that the medical information is inside the refrigerator which allows them to care for this person more quickly.

Basically my service with the CVC made me feel proud for myself that I can serve through these services and feel good about them.

Any questions?

Mr. MARTINEZ. Thank you, Jenine. There's an obvious reason and just to show you Congressmen don't know everything but it escapes me, why do you put it in the refrigerator?

Ms. MURRAY. That's because everyone has a refrigerator. If they put them in a drawer or dresser, they would have to really go around looking for it, they would immediately know it's in the refrigerator.

Mr. MARTINEZ. That's a very good idea. We heard earlier about the training program that you go through before you actually start going out on assignment. Did that training program help you a lot in developing your confidence, were you shy to begin with?

Ms. MURRAY. Yes; when I went to training I had intentions of being by myself. I really didn't want to communicate with the people around me because I never left the city. I was in the Bronx all my life and to get away and to be among my peers that I've never seen before, all of us coming from different boroughs, I just basically didn't want to communicate. But as we went along, your team supports you and we have all types of different activities up there. We were jumping out of trees, we were a bunch of teenagers, "come on, you can do it, jump," you have to really have enough confidence in yourself to do things like that and they gave you first aid up there and all different work things to do. We have communications where you can sit down and say me and Jan are talking, at this point you can sit there and tell her anything that's really bothering you, even if it wasn't—you had to make up a scene or something like that. It feels good that you can sit down and talk to somebody and get what you have in you out and another thing it makes the team more supportive. Everything is team spirit, everybody will get the chance to decide or make a decision or have an idea. We have come to a conclusion and it helps the project also because if you have one or two team members that don't feel like working today, you say "come on, let's work," maybe I'm not doing anything, then the whole team will feel "if she's not doing it, I'm not doing it," so the team spirit is more important.

Mr. MARTINEZ. So actually you gain support and confidence from the people in your team.

Ms. MURRAY. Right.

Mr. MARTINEZ. That's pretty good. Do you know, Jan, as I was listening to you, when you went in you said you first wanted to be a secretary. It's a lot like me, I was told the only thing I could expect to ever be in life was a mechanic. I wanted to be a Congressman. They told me I could only be a mechanic, but as I went through life's experiences and met people who were encouraging to me, it changed my expectations and I realized that there wasn't anything that I couldn't accomplish if I had enough desire to accomplish it. It sounds like you've gone in wanting to be a secretary and your experiences there have made you realize that if there's anything you want to accomplish, you can accomplish it. Is that a short analogy of what has happened to you?

Ms. STILES. Yes; because one day I was talking to Janet, who is a lawyer in the office and I told her I wanted to be a legal secretary. She told me "you can be anything you want to be," so I figured that I can't do this, I can't do it. So day on and day on she said "Are you going to be a lawyer?" and I went home, I thought about it and I said I could do anything if I put my mind to it, just like CVC working with elderly people, working with painting projects, I never thought I could do this but yet I accomplished this task and I feel that now since I have done that I think that I can be a lawyer. I know that I can because I never thought I could work with senior citizens, I never thought I could paint or anything but I've accomplished that and that gave me the enthusiasm to go on to do better things for myself in life.

Mr. MARTINEZ. That's great. You both mentioned, at least two of you mentioned about $5,000 was the scholarship and yet I have heard earlier it was $2,500 at the end of a period of time.

Mr. WEISBROD. Let me explain that, Mr. Chairman. We offer all of our CV's an option, at the end of their year of service they have a choice whether they would like to take $2,500 in cash and use that however they wish to help support themselves, go directly to a job or whatever, or alternatively to take $5,000 and apply it to their education but that money has to be used specifically in education, either college or vocational schooling.

I think most of our CV's come into the corps expecting to take the $2,500 and run. After they've been with us a while they think the $5,000 may be better. We all hope they take the $5,000.

Mr. MARTINEZ. That's great. That leads me to my next question. You mentioned that you have 50 percent high school and 50 percent——

Mr. WEISBROD. Our goal is to take 50 percent—the corps represents 50 percent high school graduates and 50 percent nonhigh school graduates. We started probably because of the time of year we started recruiting which was last fall. We were recruiting at that time about 11 percent high school graduates. Our most recent training cycles have been about 35 to 40 percent high school graduates and the corps now is 26 percent high school graduates and growing. I have every expectation that over the next 7 months we will attain our goal of 50–50.

Mr. MARTINEZ. OK, my interest is in that approximately 75 percent who are not high school graduates, what percentage of that now have decided that they are going to complete their high school education and maybe go onto higher education because it seems like the whole program instills that and gives them an initiative to go back to school and to want to further their education.

Mr. WEISBROD. I think it is still too early to tell you specifically how many who graduated will opt for the scholarship rather than cash readjustment allowance because none of our CD's have yet reached the 1-year point, however the information from the team leaders, Mr. Campos, Ms. Stiles, and Ms. Murray gave us more information about it but as I understand it most of the CV's currently would like to take the scholarship rather than the cash and indeed we encourage that because we hope that all of our CV's who enter the corps reading at least eighth-grade level will be able to obtain a GED within a year and we certainly expect those to go on and continue their education and we also hope that all high school graduates will go onto college.

Mr. MARTINEZ. Very good. Mr. Panetta.

Mr. PANETTA. Thank you very much, Mr. Chairman. Let me ask you the basis of your organization is what, teams of 12, is that the way it works?

Mr. WEISBROD. That's correct.

Mr. PANETTA. And then what, do you assign so many teams to each borough?

Mr. WEISBROD. No, what we do actually is put together teams with a view toward as much diversity as possible, that is we want to have teams that have a balance of high school graduates and nonhigh school graduates and then CV's from different boroughs, different races, and different backgrounds generally because diversity is a very important aspect of our service and our CV's tell us that it is. We then assign the teams to do work all over the city so that Jan comes from Brooklyn and Jenine comes from the Bronx and that team has worked in almost every borough in the city. Sometimes it will take a long time for them to get to their project site and the next project may be very close to their home, although it does require a commitment on the part of our CV's to travel often quite a long time in order to get to their project site but I think the advantage for both the CV's and for the city of New York is that our CV's get to see parts of the city and work in parts of the city that they would not work in or have been part of before.

Mr. PANETTA. Do the teams assemble at certain places? Is there an organizational place where they all assemble or do they just simply report to their post?

Mr. WEISBROD. They for the most part assemble at their project site, although for special projects, for example food march or today the hurricane they will assemble at a central location.

Mr. PANETTA. When you put the teams together how do you assemble the teams, do you assemble them based on not only their educational background but also their ability to get along or is that just——

Mr. WEISBROD. Well generally things are put together in training. At the conclusion of training a combination of our residential training staff and our operations staff will assemble the team based on demographic considerations, based on a training staff as to whatever strengths and weaknesses various CV's have. An important consideration for us is that all of us have strengths and weaknesses, the strong help the weak on certain projects and the weak will be strong in other projects.

Mr. PANETTA. Let me ask the team leader, how do you implement discipline within a team? What if you have somebody who is not particularly interested in participating either in the work or gives you a hard time?

Mr. **Campagna.** That's a very complicated question because there are so many different strategies for doing that. I found most effectively in dealing with that is to bring the issues to a team forum with the greatest strength, with the greatest attempt to strengthen the team and if something becomes problematic and we bring that to an open forum I found that it's been very effectively resolved that way. Of course if there are very chronic or very severe discipline problems, there are more severe ways of dealing with that.

Mr. **Panetta.** What do you do?

Mr. **Campagna.** For example I will meet individually with the person and there is a system whereby people have conduct records written on them, it is also common to suspend somebody for, for example, extreme absenteeism or if they're not working up to standards and with those things at our disposal we are usually able to deal with the motivation problems.

Mr. **Campos.** One of the things that many city volunteers when they come into the corps have lacked is intentions and in many ways when they come into the corps they feel that a way to get attention is by acting negatively. We have to establish very early on that you get better attention by acting in the positive light and as Frank said the most important resource that a team leader has available to him is the team members. Team members will more than likely listen to their peers than to an authority figure and if you have your team that sees some adverse action and pulls the person aside and says "hey, we're trying to achieve a common goal, we're trying to do something here and by acting out this way if you're putting a stop to what we're trying to do" the person will generally sit back and think about it and come back with a new attitude.

Most people want to succeed. They just don't know how. All of us together can show them the way to succeed and most times it works because when someone really gets in trouble and they're at the point where they may be separated from the corps, they come in and sit down and really reevaluate what they've done and usually if given another chance they will pull through.

Mr. **Panetta.** How do your peer groups feel about the corps in New York City, do they treat it like a bunch of boy scouts or do you sense that there's an element of pride in the corps that they admire, what kind of reaction do you get within your own communities with regards to your service in the corps?

Ms. **Stiles.** Through my community or through my team?

Mr. **Panetta.** Your friends, what do your friends say to you?

Mr. **Martinez.** Your friends that are not members of the corps.

Ms. **Stiles.** They feel that it's a great thing and if they were all my friends and if they were younger, that they will be among the corps because you can go to school and don't have to pay for school. You can get advice, then they really would like to be in it if they were older and I think a lot of people should be in it that are just doing nothing because if I'm not doing anything in the corps, you can go onto doing something for yourself and the community in which you live.

Mr. **Panetta.** Do you find the same thing?

Ms. **Murray.** Yes, well basically my friends are older too but like the younger ones that I see around my block, they look at it as just volunteer. They're not looking at what you are gaining or what it would benefit for you. Their basic minds is like you're not getting paid, why should I volunteer my services and don't get any money. But when I break it down to them and tell them about the work experience that you can gain and like me, myself, I've got a chance to get on network television. Things like that just don't happen. A lot of people that I've convinced to join the corps, I've told three people about it, they joined and they enjoy but most of the older ones, said "none of this was happening when I was coming up, I wish it would have been back then," basically I think everybody likes it. My mother likes it.

Mr. **Panetta**. Is your main attraction to the corps the fact that you could get financial assistance in education or that you get $2,500, what was the main attraction?

Ms. **Murray**. Well the $2,500 really opened my eyes. As I've stayed in the corps, I've been in the corps for 11 months and I wanted to be in the fashion industry. But being that I worked around citizens and really got along with the people, I want to take up sociology and business. I want to take the $5,000 scholarship and go to college.

Mr. **Panetta**. Let me ask you, the program costs about $27 million.

Mr. **Weisbrod**. For 3 years.

Mr. **Panetta**. A 3-year program is $27 million. How do your costs break down generally between administrative, what you pay the people and the costs of running the program? Can you just give me a rough idea.

Mr. **Weisbrod**. The cost per CV year will be at full strength about $10,000, it's now running about $12,000 per CV because we did not yet reshoot economies to scale. Of that about 75 percent are CV stipends, scholarships, and readjustment allowances.

Mr. **Panetta**. So the bulk of the cost is really what goes to the CV's.

Mr. **Weisbrod**. That's correct. Now we are projecting about 50 percent of those who completed a full year will take the scholarship rather than cash because no one in the country has ever tried this, that's a guess. We may find that a much larger percentage will take the scholarship which will increase our costs but would also increase the percentage of our costs that go to scholarships and readjustments.

Mr. **Panetta**. Do team leaders get any special treatment?

Mr. **Weisbrod**. Team leaders are salaried.

Mr. **Panetta**. They don't just get their expenses.

Mr. **Weisbrod**. That's correct. The team leaders are, when I gave those cost figures, are part of the administrative costs, not the stipend, scholarship, and readjustment figures.

Mr. **Panetta**. There are 1,001 questions and I know time is short but I really appreciate all of you testifying and I guess what I'd really be interested in, you've got the program in operation about a year?

Mr. **Weisbrod**. Almost a year.

Mr. **Panetta**. I'd really be interested in tracking your graduates and what happens to them. I think that that would really be fascinating to see what happens to them as they proceed and it would be very helpful to us in arguing the case if we could show where those students are going beyond the services they provide, and also it would be very helpful if you can track specifically the services that are performed so that you've got a track record in terms of what the corps is doing. All of this would be very helpful.

Mr. **Weisbrod**. Yes. Let me just say in response to that we are at least as interested as you are and are also tracking our CV's who leave and graduate. In addition we are part of a national evaluation of youth service programs that is being funded by the Ford Foundation through public and private ventures of well known Philadelphians and we are one of five sites in the Western Hemisphere I guess which are the subject of intensive case studies by public and private ventures, two of the five studies are in California, three of the five sites are in California, so our model is a little different but I think our objectives are the same and I think one of the things we find particulary attractive about H.R. 888 is that it permits these varied approaches and experiments to take place so that we can all learn what works and what doesn't work. I'm sure we're going to find out that we're going to make many changes in the course of the next several months as we get aid and as we learn what has worked elsewhere in the country but the corps itself we're seeking to get CV's who come in for a variety of reasons and we seek those who are both looking to serve and looking for an opportunity and one of our CV's who graduated in August, just started college, there are CV's who are going directly to work as Mel Campos said, we have many original groups still with us.

Mr. **Panetta**. Well, let me just conclude by saying sometimes I know your having worked in the city, sometimes you feel you're lost in terms of what you're doing but the things you're doing are great, they're are a lot of people who have their eye on this program and it can really have a tremendous impact on a national front if it works here, so I really want to commend you all for what you're doing.

Mr. **Martinez**. I would just like to join in on that commendation. Before you go I have one last question. In the training period I imagine, this is just an assumption but maybe it's a wrong assumption that there must be people that go by the wayside, that don't complete. Do you have a percentage?

Mr. **Weisbrod**. Yes. In our initial training cycles we were losing about 20 to 25 percent of those who entered as trainees would not make it. We examined that to see if we could find out why people were not completing training and many of them were not completing because they were inappropriate, because they didn't have commitment, because they were simply unsuitable to working with their peers and working in sensitive populations, however we also found that a good number were coming in and saying "this isn't for me, this isn't what I expected, I was told something else and I didn't get what I was told and I'm not interested in this. You take the steps pinpoint our advertising and we have orientation programs now for new trainees so that the percentage of the rate has dropped in our most recent cycles to 15 percent. I think that also is a product of more high school graduates joining the corps.

Reverend **Sullivan**. What's important I think about it is that since it's an open system, that the training, residential training is not only for training but is a screening process. We see it as a way to screen out and we feel we have greater longevity.

Mr. Martinez. I think it's a thing that you know. I think we only ask the question because more recently when there were those people that would do away with the Job Corps which I think is one of the most fantastic programs the government has ever entered into, criticized the dropout rate and the training program they would be going under, give them some counciling during that period of time to prepare them for the training they would be undergoing and naturally in that product you have a percentage that would drop out, so you have to think about it in the positive vein, that this is the way, you make sure your efforts aren't wasted by people who aren't oriented to it and that's the only reason I ask the question. I myself am very enthused about your program, I think it's a tremendous thing and I would ask that the staff of the subcommittee and the full committe, be kept apprised of information as you get it. I think we need it in trying to put forth some of these programs on a national level, and I thank you all for coming and testifying here today. It has been very enlightening to me and I know it has to everyone else. It's very gratifying to hear the experiences of the young people. Thank you.

Ms. Murray. Thank you.

Mr. Martinez. Has Mr. Howard Swearer of Brown University arrived yet? Evidently the storm has detained him so what we're going to do is we're going to combine panel two and three and we'll have Mr. William Phillips, chairman and chief executive officer of Ogilvy & Mather and Mr. Donald Eberly, executive director of National Service Secretariat and Prof. Charles Moskos, Department of Sociology, Northwestern University and Roger Landrum, consultant to the Eleanor Roosevelt Centennial Youth Project and Youth Policy Institute. Why don't we start with Mr. Phillips.

STATEMENT BY WILLIAM PHILLIPS, CHAIRMAN AND CHIEF EXECUTIVE OFFICER OF OGILVY & MATHER

Mr. Phillips. It's 12:15 and in our business this is a bad time to start presentations.

Mr. Martinez. Not with us, we're used to adverse conditions and we're as attentive as when we started.

Mr. Phillips. OK. My name is Bill Phillips and I'm chairman of the Ogilvy Group which is a group of advertising agencies with 220 offices in 41 countries and the largest agency in that group is Ogilvy & Mather which has done the public service advertising for CVC. I should mention I've served as a naval officer for 3½ years during the Korean conflict which was a form of voluntary service and I've been a trustee of Outward Bound for about 6 years and as I think you know this group conducts youth training and character building through outdoor experiences. We as I've said have done the public service advertising for the New York City Volunteer Corps and which I have been involved in as well as being involved back on some other public service causes such as doing the Big Apple campaign for New York City in the mid 1970's and doing the U.S. census campaign for the Bureau of Census back in 1980. In addition, I'm a member of the "Y" and some other youth organizations as specified in the text.

I feel very strongly with this country's well being and the influence may very well choke us. We're more permissive with our children and their education than ever before and the great societies of the past have always known that they'd have to insulate their youth from the softening effects of the easy life and from the correction of instant gratification.

The British have maintained the ascetic environment of the Gordonstown School in Scotland to educate the high born of Europe, particularly royalty and it's at this school that the Outward Bound movement was born during World War II when young British seamen had to be trained to endure the hazards of the sea. I think there's a broad need in the United States for programs that teach service and self-discipline as an antidote to the activities encouraged by many aspects of modern life.

At the lower end of our social scale, many poor youths are locked in a narrow cycle that leads only to hopelessness and rejection of our national purposes. A program is needed to offer youths in this group a real chance for a better start, as we've seen here today.

A national service corps that enlists our young men and women on a democratic and volunteer basis can pay huge dividends to our future. It can focus their attention on others rather than self. It can build leadership and selfreliance, it can build character and it can lay the ground work for a service ethic and at the same time it can do a lot of work in the national interest as we've heard today.

I would like to just briefly expand on these arguments in favor of the creation of a national service corps: First, too many young people in the United States grow up in a homogenous cultural setting without contact with other cultural, ethnic or religious groups, we need a maxmaster to keep our domestic traditions alive.

Second, too many young people in the United States never experience the discipline of a real, nor the self-respect and purpose that go with it. Responsibility builds character and initiative.

Third, too many young people in the United States are never imbued with the ethic of giving something back, of helping others and serving their country. The service ethic is an ennobling gift that will create better citizens for the future.

In addition to the benefits that participants from working on worthwhile projects, there will be great benefits to our cities and rural areas, socially as well as environmentally.

I think a national service corps should first be available to all young people; it should be voluntary, at least initially. I agree with some of the earlier comments. I kind of see this as a very logical step in our progress because ultimately and my own personal opinion is the country would be better off if it had universal service for all young people but I view the bill proposed as a step in that direction and you don't have to decide on the ultimate to decide that what's been proposed is a good idea.

I think it should offer a wide spectrum of service and be comparable to military service, VISTA, and the Peace Corps and such service should include social, human, and environmental projects. Ideally it should be residential, living together, if possible. If not, the work projects should be outside their own neighborhoods. In that respect the CVC in New York places all volunteers in boroughs in which they do not live, that I think has helped to give it a healthy participants as well as the beneficiaries gain from it.

I think the volunteer benefits should correlate roughly with those of the military service which are already available for voluntary service and finally, completion should offer benefits for future education.

Coming in specifically to our role here, our experience is the public service advertising agency and when I say public service that means we donate all of the salary time of those people involved in the project at no cost to the city, has convinced us and the CVC I think that advertising can make an important contribution to voluntary recruitment. We have done radio and transit posters to secure awareness and applications and I have some samples here. Today advertising accounts for about 60 percent of the applications and after advertising started the number of high school graduate applicants increased from 12 to 30 percent of those applied and also much more parental interest in the program was noted as we generally developed awareness of the program.

I think there has been enough talk about the whole question of public service and a national service corps. I think now is the time to do something about it and I think that H.R. 888 is a fine start.

Plato was clear that the young must be properly trained for future leadership. In the Republic he said "The direction which education starts a man" or a person I should say, "will determine his future life." Our country needs a national service corps more urgently than we realize.

Thank you.

Mr. **Martinez**. Thank you, Mr. Phillips.

[Prepared statement of W.E. Phillips follows:]

Prepared Statement of W.E. Phillips, Chairman, The Ogilvy Group-Advertising

My name is Bill Phillips, and I am Chairman of the Ogilvy Group, a worldwide group of advertising agencies with 220 offices in 41 countries. I served as Naval officer for three and a half years during the Korean conflict—which was a form of voluntary service. I have been a Trustee of Outward Bound for six years, which conducts youth training and character building through outdoor experiences. My agency does the public service advertising for the New York City Volunteer Corps. I am an active member of the YMCA, as well as being a Director of Wells College and the Hugh O'Brian Youth Foundation.

This country's well-being and affluence may choke us. We are more permissive with our children and their education than ever before. The great societies of the past have always known that they had to insulate their youth from the softening effects of the easy life and from the corruption of instant gratification.

The British have maintained the ascetic environment of the Gordonstown School in Scotland to educate the high born of Europe, including royalty. It was at this school that the Outward Bound movement was born during World War II when the young British seamen had to be trained to endure the hazards of the sea.

There is a broad need in the U.S. for programs that teach service and self-discipline as an antidote to the activities by many aspects of modern life.

At the lower end of our social scale, many poor youths are locked in a narrow cycle that leads only to hope lessness and rejection of our national purposes. A program is needed to offer youths in this group a real chance for a better start.

A national service corps that enlists our young men and women on a democratic and volunteer basis can pay huge dividends to our future. It can focus their attention on "others" rather than "self." It can build leadership and self-reliance. It can build character. It can lay the groundwork for a service ethic. At the same time, it can do a lot of work in the national interest.

I would like to expand on these arguments in favor of the creation of a national service corps:

1. Too many young people in the U.S. grow up in homogenous cultural settings without contact with other cultural, ethnic, or religious groups. We need a mixmaster to keep our democratic traditions alive.

2. Too many young people in the U.S. never experience the discipline of a real job, nor the self-respect and purpose that go with it Responsibility builds character and initiative.

3. Too many young people in the U.S. are never imbued with the ethic of "giving something back"—of helping others and of serving their country. The service ethic is an ennobling gift that will create better citizens for the future.

In addition to the benefits to participants from working on worthwhile projects, there will be great benefits to our cities and rural areas, socially as well as environmentally.

A national service corps should:

1. Be available to all young people.

It should be voluntary, at least initially.

It should offer a wide spectrum of service—and be comparable to military service, Vista, and the Peace Corps. Such service should include social, human and environmental projects.

4. It should be residential (living together), if possible. If not, the work projects should be outside of their own neighborhoods (the C.V.C. in New York City places all volunteers in boroughs in which they do not live).

5. The volunteer benefits should correlate with those of the military services which are already available for voluntary service.

Completion should offer benefits for future education.

Ogilvy & Mather's experience as the public service advertising agency (all time contributed at no cost to the City) has convinced us (and the C.V.C.) that advertising can make an important contribution to voluntary recruitment. Today, it accounts for about 60 percent of applications. And, after advertising started, the number of high school graduate applicants incresased from twelve to thirty percent of those applying. Also, more parental interest in the program was noted.

There has been enough talk about this project. Now is the time to do something. The H.R. 888 is a fine start.

Plato was clear that the young must be properly trained for future leadership. In the Republic he said, "The direction in which education starts a man (person) will determine his future life."

Our country needs a national service corps, more urgently than we realize.

Mr. **Martinez**. Mr. Eberly.

STATEMENT BY DONALD EBERLY, EXECUTIVE DIRECTOR, NATIONAL SERVICE SECRETARIAT

Mr. **Eberly**. Thank you very much, Mr. Chairman. I, too, resume the creating role but as a draftee rather than a volunteer. Could I ask, Mr. Chairman, I have a statement which is about 32 pages be entered into the record and I could perhaps just summarize the highlights in a few minutes here.

Mr. **Martinez**. Yes.

Mr. **Eberly**. Thank you.

Mr. **Martinez**. It will be entered into the record.

Mr. **Eberly**. Thank you very much.

I'd like to show you that the relationship between natural disasters and national service is nothing new. When national service had its first public proclamation by William James of Stanford University in 1906 only a few weeks later came the disaster in San Francisco, the San Francisco earthquake and William James was still there as a visiting professor and in this speech he had taken nature to task and he had said that young men were needed to fight the ravages of nature and called for a national service kind of program. So I guess nature was trying to get even with him but the national service redeemed themselves as the city volunteers are doing in this city today because James observed thousands of volunteers coming out in effect a morally prevalent war spirit to help with the needy in San Francisco.

In your letter to me of August 13, Mr. Chairman, you asked me to deal with five points and I have taken those five points as the outline for my testimony today. The first has to do with the need for voluntary national service. We really don't have to go very far from this building to find the need, not only in terms of the natural disaster but in terms of the more chronic kinds of situations involving especially very young people and very old people, and I would like to just note that if we had natural service since about 1980 or sometime before, given time to build it up, we'd have about a million people in it today.

We probably have about 200,000 youth service volunteers in schools and they would be serving as teachers and tutor aides and they would be helping a million or 2 million young people to improve their reading and writing and arithmetic skills. We have another 40,000 or so serving as air, water, and noise pollution monitors monitoring these various forms of pollution so that improvements could follow. We probably have about 200,000 young people serving with State, town, and city conservation corps, as you've already noted, as a handful of young people are working in conservation corps programs in several States today, serving as literacy aides, we probably have about 80,000 youth service volunteers teaching right today a million illiterate adults how to read and write. There would be others, about 150,000 would be serving with Meals on Wheels and they would significantly improve the quality of life for at least a million elderly Americans and they'd be doing a variety of other things, some of which I don't know because the history of meeting needs in this country is really the history of volunteerism. It has been volunteers under the aegis of one group or another who have been on the frontiers of human need and we cannot predict what the needs of 1986 or the year 2000 will be but if we provide the mechanism, a national service kind of mechanism, a voucher, an entitlement for young people to meet the needs and give them some option as to the kinds of things they will do, we will see them on the frontiers of human need.

You asked me to discuss the history of youth service programs and their success in addressing high youth unemployment, crime, and other societal problems. We know that national service would very significantly reduce youth unemployment. There are strong indications that it would reduce crime and other societal problems, although the hard evidence is not here and it's really going to be hard to get that kind of evidence until we have youth service programs on a larger scale. For example, if we have 15,000 or 20,000 city volunteers in New York City, why then we might have a solid enough base from which to extrapolate and make predictions about what a total national service program would look like in terms of its impact on some of these other indicators.

Let me just summarize some of the lessons of the significant youth programs. First of course is the Civilian Conservation Corps. A lot of people thought that couldn't be done but it taught us that the Government can in fact organize and manage a large residential effective youth service program.

The GI bill for education, the one I'm speaking of following World War II revealed the value of a service interlude in whetting the apetite for further education among all classes of young people because they were famous educators including one guy who later became the U.S. Commissioner of Education and he and various others predicted that 700,000 young men would utilize the GI bill for education benefits and the final figure was 7 million, he was off by a factor of 10, and it wasn't just the availability of financial resources to go to the universities but it was the fact that these young men had gone from farms and from ghettos and various other places in the country and had such new and different and interesting experiences, whether overseas, in the cross country activities or working in radar or various other technical kinds of fields that it did in fact generate an enormous appetite for further education.

The Peace Corps of course has demonstrated that young people can be trusted to do important work elsewhere than in the Armed Forces and it has reinforced the linkage between a service experience and a strong desire for further education.

VISTA has demonstrated that young people can serve effectively at home as well as in the forest with the CCC overseas with the Peace Corps and that poor people who now comprise the majority of VISTA volunteers find that they are willing to serve as volunteers on subsistance stipends. The program for local service which is in many ways the purest of national service experiments, although unfortunately one of the smallest to date and which is described in the testimony demonstrated the feasibility of a large scale, nonresidential youth service program. It also showed that youth service could be integrated with a community at large by asking the sponsoring organizations to provide the supervision, the training and a cash stipend.

Then you asked me to describe the various forms that national youth service can take and if you have my testimony there, on page 16 I have a list of 15 or so independent variables ranging from degree of universality and voluntariness and the age of eligilibity onto the amount of stipend, an individual or team placement, so that there really are thousands of different ways in which a national service program can be put together and I'm just delighted that we're saying here one of the more notable types in New York City but I think this may be useful to those who are interested in pursuing national service as they can apply their own value system. So they say "OK, I'm now going to be chief of a national service program in someplace or other, what are the decisions I would make about these largely independent variables."

Moving right along to the cost effective nature of a national youth service program, something I tried when I worked in the action agency during the 1970's was to get my colleagues on a Federal inner agency council on adolescents, to examine the Job Corps, to examine Peace Corps, VISTA, a variety of youth programs not only for the congressional objectives but how they impacted on other things as well, like Peace Corps and VISTA when you find the service programs and yet I know darn well that quite a number of young people they were job programs and in some cases they were the best jobs, in other cases they were the only job that these young people could get.

I also know very well that Job Corps which is designed as a training program for the poor and disadvantaged has been a very good service program. When we had the Conservation Corps Centers, we had a lot of them in the 1960's, they provided tens of millions of dollars worth of conservation service and they are still doing volunteer service work, providing toys for kindergartens and stuff like that and so I would like to see, and this may be something that would be done with one of your other halfs, that it be mandated that we all get the totalitated youth programs, college work studies, and others and look at the service dimension, how much is contributed, look at the extent to which it is a training program and a jobs program and education program because with that kind of information I think we all will be in a position to make some pretty good judgments.

Then examine the various cost benefit ratios and making a very rough estimate on page 21, a voluntary national youth service is compared with the present system and a targeted youth unemployment system of the type that I know that Congressman Hawkins favors, trying to come up with some rough estimates of the degree to which they would provide services or provide employment ability benefits and so forth. It's clear that voluntary national youth service holds its own very well and I would tend to hypothesize that it would prove to be superior in terms of the total cost effectiveness to these other two options.

In my final section, Mr. Chairman, I make a number of very detailed comments, especially about the Panetta bill, recommending that it be interpreted in certain ways, just expanding on some of the legal language in that bill and I'd be happy to discuss that at any time, and finally I recommend that the Panetta bill and Hart-Torricelli bill be married for the most effective way, that we drop the motion of the Commission because like Representative Panetta was saying a few minutes ago and I have an intern working with the National Service Secretariat this summer and he went up on the hill and found the same thing, that Congressmen would rather pay money for a national service program along the lines of H.R. 888 than they would to study it, even though studying would cost a lot less money, they're just fed up with that.

So instead of a Commission, let's call something like a Service Opportunity for Young People, have a very action oriented group of distinguished people who will not only examine it and look at the programs going on but stimulate new programs in other ways and certainly introduce the cost sharing feature of the Panetta bill and I can think of no better way to celebrate the 80th anniversary of William James and his famous trip to Stanford University than to pass this joint legislation in 1986.

I thank you.

Mr. **Martinez**. Thank you, Mr. Eberly. We'll go to Professor Moskos.

[Prepared statement of Donald J. Eberly follows:]

Prepared Statement of Donald J. Eberly, Executive Director, National Service Secretariat

My name is Donald J. Eberly, executive director of the National Service Secretariat, 5140 Sherier Pl., N.W., Washington, D.C. 20016. On numerous occasions in the past 20 years I have testified on national service before various Congressional committees, but always in Washington, D.C. I congratulate you for deciding to hold these hearings in a city which created its own National Service Corporation last year to administer a youth service program that now enrolls hundreds of young volunteers.

Mr. Chairman, you wrote me on August 13, 1985 inviting me "to appear before the Subcommittee to testify on: (1) the national need for a voluntary youth service program; (2) the history of such programs on the local and state level and their success in addressing high youth unemployment, crime and other societal problems; (3) the varying forms such a program might take on; (4) the cost effective nature of a national youth service program; and (5) your analysis of the legislation." I shall take these five points as the outline for my testimony.

It is necessary to add only one point. In order to be fully responsive to your five point outline, I have had to make certain assumptions about the design of a youth service program. My answers are based on the premise that a youth service program would include the following elements:

a) An overseas service such as the Peace Corps;
b) A local service such as the Seattle program described in Section 2;
c) A conservation service such as the Young Adult Conservation Corps of the Carter years or the more recently proposed American Conservation Corps;
d) A GI Bill for National Service that would provide financial support for further education and training for those who serve, and
e) A policy of accepting all young people who want to serve and who manifest a willingness to serve, following a transition period of about four years.

If you want my answers to a different set of assumptions about national service, I would be happy to provide them.

Although this is the longest statement I have ever submitted to a Congressional hearing, my replies are not given in as much detail as they might be. More information on each of the first four topics is available in a book by Michael Sherraden and myself entitled "National Service: Social, Economic and Military Impacts" (Pergamon Press, 1982).

1. National Need for a Voluntary Youth Service Program

The need for a voluntary youth service program is found primarily in those places where the marketplace of economic activity has failed to meet the needs of the United States.

The marketplace has achieved notable successes in the scientific and medical arenas, and has met with fair success in meeting material and economic needs of the American people. In other areas, the market is failing the country that put its faith in it.

> The marketplace is failing to give millions of children and adolescents the quality of education they deserve as American citizens.
>
> It is failing to protect American citizens from the dangers of air and water and noise pollution.
>
> It is failing to preserve for future American citizens the forests and wetlands and other areas of natural resources and natural beauty.
>
> It is failing to give literacy skills to the millions of adult American citizens who can neither read nor write.
>
> It is failing to provide compassion and companionship to the millions of elderly American citizens who are living alone or in institutions.
>
> It is failing to provide adequate nurture and stimulation to millions of American citizens as they move from infancy to school age.
>
> The marketplace is failing to engage the energies of millions of young American citizens in helping to meet the needs described above.

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It is failing to offer constructive work experience to many young Americans citizens as they move from adolescence to adulthood.

It is failing to protect American citizens -- most especially young Americans -- from drug abuse and criminal activity.

History will record that the American social fabric which with national defense, comprises our national security, was torn asunder in the past 20 years. Whether or not it will be restored is for you and me and our fellow citizens to decide.

Voluntary youth service will not cure all the ills listed above, but it is an essential part of the curative process. I have been a student of youth service for 35 years and have reached a set of conclusions about what it can and cannot do. In addition, there are some outcomes of national youth service that can only be determined through large-scale experimentation or through operation of a youth service program.

If the United States had launched the right kind (see sections 2 and 3) of voluntary youth service program in 1980 or earlier, I estimate it would currently enroll approximately one million young people. Their annual impact on the aforementioned failures of the market place would be about as follows.

Serving as tutors and teachers aides in inner-city schools, 200,000 youth service volunteers would measurably improve the reading and writing and arithmetic skills of two million students in those schools.

Serving as air and water and noise pollution monitors, 40,000 youth service volunteers would strengthen the monitoring network so effectively that within three years noticeable improvements could be traced to their contributions.

Serving as state, county, city and federal conservation corps enrollees, 200,000 youth service volunteers would contribute so much to conservation efforts that by 1990 the state of our parks and forests would be equivalent to their state in 1940.

Serving as literacy aides, 80,000 youth service volunteers would teach one million illiterate adults how to read and write.

Serving with Meals on Wheels and other programs for senior citizens, 150,000 youth service volunteers would significantly improve the quality of life for one million elderly Americans.

Serving as aides in day-care centers, 100,000 youth service volunteers would measurably improve the elementary school records of one million children in the centers.

Serving as aides in hospitals, clinics, half-way homes and elsewhere, 80,000 youth service volunteers would extend the outreach of such places and improve the quality of services by permitting professionals to concentrate on higher-level work.

Serving as aides to policemen, firemen, librarians and other public servants, 50,000 youth service volunteers would augment the services provided by state, county and municipal agencies.

I don't know what the remaining 100,000 youth service volunteers would do. While some might add to the number already working in such fields as literacy and conservation, others would serve on the frontiers of human need. The history of social and community service in the United States is the history of voluntarism. Virtually every area of service, from health and education to the prevention of drug abuse and child abuse, was initiated by volunteers. By having a say in what they will do, some youth service volunteers will venture into new areas of need and others will serve with organizations not receiving government aid.

The one million youth service volunteers would have responded to the challenge to serve their country and would have made an investment in the future of the United States.

All the above statements I make with full confidence. What I do not know is the effect of voluntary youth service on the rates of youth crime and drug abuse. The evidence is simply not there. To the extent that criminal activity and drug abuse are caused by boredom and resentment at a community and a society that fails to practice what it preaches, I would hypothesize that a voluntary youth service program would lead to reduced levels of crime and drug abuse by young people.

The national need for a youth service program is also found in areas more difficult to measure. In his recent book, "The Reconstruction of Patriotism: Education for Civic Consciousness," Prof. Morris Janowitz makes a strong case for national service as a program to foster citizenship. Kenneth L. Woodward and Arthur Kornaber, authors of "Grandparents/Grandchildren: The Vital Connection," say that a period of national service would contribute greatly to the maturity of young people who, they contend, have matured faster than their parents physically and sexually, but are far behind them in areas such as working cooperatively with others, the ability to tolerate frustration, and developing forms of self-esteem not tied to classroom performance.

National service also offers an opportunity to improve present programs. For example, taxpayers are now paying one billion dollars a year to cover the failure of former students to repay their federally guaranteed student loans. The magnitude of the problem creates a threat to future aid and the apparent ease of default constitutes a negative lesson in responsibility. By contrast, a GI

Bill for National Service would not have any default problems since payments would be made only after completion of service. Further, persons on the GI Bill for National Service would be seen by the public as having earned their educational benefits, and by their professors as better students for having had the experience of national service.

2. History of Youth Service Programs at the State and Local Level and Their Success in Addressing High Youth Unemployment, Crime and Other Societal Problems

The small size of state and local youth service programs prevents us from learning as much from them as we would like to know. As described in the 1984 Youth Service Survey (see Appendix), the number of work years accomplished by 18-24 year olds in civilian service in 1984 was approximately 5,950. Nearly half of those work years (2,480) were contributed by 18-24 year olds in the Peace Corps and VISTA, two federal programs.

By far the largest civilian youth service program was the Civilian Conservation Corps. It was the most popular and one of the most successful New Deal programs. Fifty years ago, the CCC enrolled more young men than were on active duty with the Armed Forces. Today, the ratio of young men and women in the Armed Forces to those in full-time civilian service is 168 to 1.

Since we are talking numbers, I shall digress briefly to describe the contribution of unpaid volunteers. A 1974 survey conducted by the Census Bureau for the ACTION agency concluded that there were some 4.6 million unpaid, 18-24 year old volunteers during the year May 1973 to April 1974. However, their work was spread fairly thin, with only 1% reported having worked over 300 volunteer hours during the year. More than 40% of all young adult volunteers reported doing so in the field of religion, serving in such ways as ushers and choir members. Unpaid volunteer work by people of all ages is to be commended, but there is little reason to think it can be mobilized on a scale anywhere near commensurate with the needs of the nation.

More to the point is an experimental youth service program conducted by ACTION and Washington State in Seattle in 1973-74. It is in many respects the purest test of national youth service and is thoroughly compatible with the law proposed in H.R. 888. The key actors in this project were ACTION Director Joseph Blatchford, who had been captivated by William James' "Moral Equivalent of War," and Washington's Governor Daniel J. Evans, whose keynote address at the 1968 Republican National Convention had focused on the national service concept.

The significance of the Seattle project, called the Program for Local Service (PLS) is found primarily in its universality and its scale. Unlike the Armed Forces, the Peace Corps and VISTA, PLS accepted applicants with severe handicaps. Unlike typical youth employment programs, PLS accepted college graduates and young people from all economic levels, not just those who were poor and disadvantaged. Unlike the Peace Corps -- whose enrollment has never exceeded 5,000 -- the 372 PLS Volunteers and sponsors were concentrated in a small area and, had the same concentration prevailed nationwide, PLS would have enrolled 100,000 young people in its first five months of operation.

PLS is also significant because its design makes it suitable for administration at any level: federal, state or local. This is how the national service model worked in Seattle in 1973-74.

After receiving a grant from ACTION to run the program locally, Governor Evans invited 18-25 year olds "to voluntarily serve their community in peace, rather than today's mandated draft for war."*

The response was illuminating. Of the 15,000 young people estimated to have been aware of the Governor's invitation, some 1600 sent in applications expressing an interest in joining PLS.

*PLS carried no draft exemption. However, the draft had effectively ended by April 1973, when the first PLS Volunteer entered service, and the President's authority to draft men expired on June 30, 1973.

Those who applied were fairly representative of the youthful population, with some variations. Three out of five were women, seven out of 10 were unemployed and looking for work, one out of five was a member of a minority group, the applicants were slightly better educated than average, and they came from families which were 20% poorer than average.

The applicants were then screened to remove those who were outside the 18-25 age range or lived outside the specified area. Also, those with pending medical or legal problems were checked further and if it was found that the problem might cause a disruption in service, their names were removed from the list of eligibles.

The balance, some 1500 persons, were invited to a one-day orientation session. Half of those invited came and received more information on the program and those still interested -- half of those attending -- were given a service voucher and agreement form, reviewed a list of openings, and made appointments for interviews. The young people then interviewed potential sponsors and, when both sponsor and youthful participant agreed on terms, they signed an agreement specifying duties of the young person and training and other responsibilities of the sponsor. Some young people completed this process entirely on their own and others were assisted at various points by volunteers who helped at the orientation sessions.

The young people in PLS received $50 a week, medical care and, if they completed a full 12 months of service, a $300 allowance. Of every eight PLS Volunteers, five completed service; one dropped out for a good reason, such as getting a permanent job with the sponsor; onewas released for cause, such as repeated absences from work; and one dropped out for a reason unrelated to PLS, such as moving away with the family.

PLS participants worked singly or in groups with sponsoring organizations. There were some 135 sponsors, public agencies and non-profit organizations, which were required to meet all expenses of supervision and training, and contribute $150 to the program as earnest money.

Among the 372 PLS Volunteers were young people from all walks of life: a paraplegic, one or more veterans, school dropouts, persons with college degrees, two who were mentally retarded. The overall profile of Volunteers was the same as for the 1600 applicants; there had been no systematic discrimination in the orientation and service identification process. As a result of being in PLS, some participants discovered careers and others decided not to pursue certain careers.

Six months after completion of service in PLS, the unemployment rate had fallen to 18% (from 20% at entry), researchers found the most significant attitudinal change among participants to be an increased awareness of the needs of others, and the value of the work accomplished was found to be almost double the government's financial investment in the project.

Clearly, PLS was a successful test of the national service model. It demonstrated the viability of a large-scale youth service program. Its early demise was the result of Blatchford's replacement at ACTION by a successor unsympathetic to the national service concept. However, PLS lasted long enough to yield findings of comparable value to those of the larger youth programs.

Lessons of the Youth Programs

The Civilian Conservation Corps taught us that the government could organize and manage a large, residential, effective youth service program.

The GI Bill for Education revealed the value of a service interlude in whetting the appetite for further education among all classes of young people.

The Peace Corps has demonstrated that young people can be trusted to do important work elsewhere than in the Armed Forces, and has reinforced the linkage between a service experience and a strong desire for further education.

VISTA has demonstrated that young people can serve effectively at home as well as in the forest or overseas, and that poor people are willing to serve as volunteers on subsistence stipends.

The Program for Local Service demonstrated the feasibility of a large-scale, non-residential youth service program. It also showed that youth service could be integrated with the community at large. In the Washington Service Corps, a 1980's version of PLS, the sponsor's contribution is now $750 for six months of service. In addition to the sponsoring organization, this contribution has come from unions, businesses and professional associations.

When examined more closely, the outcomes of these and other federally sponsored youth programs have revealed some warning signals for future policy makers.

In a 1944 evaluation of the CCC, Conrad Wirth found it generally praiseworthy but was critical of its reputation as a program to take "out of the streets" those youth who were poor or had low mental or moral stature. He concluded that the Corps would have had the same relief value and more conservation value if more emphasis had been placed upon the fact that it was primarily concerned with performing a necessary public function, rather than providing work relief..." (Wirth, 1944, p.2).

In a 1978 evaluation of several youth employment programs, Garth Mangum and John Walsh concluded: "The evidence of seventeen years of research and evaluation indicates that whenever the hard-core disadvantaged were segregated in any program, failure was almost inevitable." (Mangum and Walsh, 1978, p.58). The most notable exception to this finding is found among those Job Corps enrollees who complete training programs; their placement rate exceeds 90%.

Still, the conclusion remains valid: targeted programs may provide short-term relief to the ugly consequences of youth unemployment, but they fall short of the requirements for becoming a cornerstone of a sound, enduring youth policy.

Now, what forecasts can be made for youth service programs in addressing high youth unemployment, crime and other societal problems? These are my predictions:

The youth unemployment rate will fall. I assume that persons in civilian service would be included in the labor force, as those in military service now are.

There will be a measurable decline in the rate of persistent youth problems, accompanied by a measurable reduction in costs associated with these problems. Michael Sherraden and Margaret Adamek point out that our youth employment policy for the past 20 years has been guided by the explosive imagery of threatened urban riots by ghetto youth. Meanwhile, the nation has permitted the spread of a cancer consisting of youth "unemployment, crime, suicide, drug and alcohol abuse, and other social indicators... These problems have destroyed thousands of lives and cost the nation billions of dollars.... Moreover, the damage has been not only among out-of-school and unemployed youths, not only among blacks, and not only in central cities. The problems have been widespread and more like decay than dynamite." While national service cannot eradicate these problems, it will ameliorate them by providing a constructive alternative to a substantial number of young people.

National security, which includes the social fabric as well as national defense, will be significantly improved. An unintended consequence of the CCC was its preparation of young men for World War II. They developed an enhanced sense of obligation to the larger society that enabled them to serve in the CCC. Would the CCC alumni have been as eager volunteers or as willing draftees in World War II had their country let them remain idle and their families starve from 1933 to 1940? Whether the youth of today or tomorrow are called to serve in a military conflict or simply expected to perform their roles as peaceful citizens, I am confident that participation in voluntary national service will improve their performance.

The employability of young people will increase. Through skill acquisition, development of good work habits, knowledge of potential jobs and employers, and clarification of job interests, the vast majority of those who serve will be in a stronger position to get a job than they would have been had they not served.

Young people will have a greater awareness of the needs of others. This awareness will grow out of the individual experiences of youth service participants and will manifest itself in the future in such ways as citizen involvement, volunteer work, and career choices.

National service participants, and the nation as a whole, will reap a bonus in the educational outcomes of the national service experience. The effect is hard to qualify but the evidence is overwhelming. Participants will learn while serving, as anyone learns in a new job. Surveys of Peace Corps and VISTA Volunteers found that they believed they learned more than they accomplished. Participants without a high school diploma will be encouraged to obtain a G.E.D. Many will utilize the GI Bill feature of national service to further their formal education and training. If the experience of the late 1940s and 1960s is any guide, the quality of education will also be enhanced. Professors have said that returning Peace Corps Volunteers were the best students they had had since the returning veterans of World War II. The national service experience will not only provide financial support for further education and training, the experience of serving others will whet one's educational appetite and give a sense of direction to one's educational pursuits.

None of these answers are quantified because they are so heavily dependent on the size of the youth service program and because recent youth service programs have been too small to permit accurate extrapolations to be made from them.

If you want numerical projections on unemployment rates, I could give you some within a fairly small range of error if you tell me the size of national service. In areas such as the changes in crime rates and unwed teenage pregnancies, the best I or anyone else could do is to give you estimates with a wide range of error. I would prefer to give you an hypothesis that could be tested only in a large scale youth service project.

3. The Varying Forms of a Youth Service Program

There will always be debate about the form a program should take until it gets underway. A quarter of a century ago there was intense debate over the proper design of the Peace Corps. Some wanted to send overseas only people with Masters' Degrees. Others wanted to make the Peace Corps an arm of American commercial interests. Because the official gestation period was fairly brief -- Senator Hubert Humphrey introduced his Peace Corps bill in June, 1960 and President John F. Kennedy created the Peace Corps by executive order on March 1, 1961 -- the debate was soon over.

There are many possible forms that youth service might take. The Federal Republic of Germany, Israel, Indonesia, Nigeria and other countries have created national youth service programs to meet the needs of their respective countries. I spent a week in Canada earlier this year studying the Canadian voluntary youth service program known as Katimavik. All these initiatives are interesting and lessons can be learned from them. In my view, however, none is the right model for the United States.

In my discussions with Americans, I find the great majority think of national service fitting one of the following models:

1) A military model, with a hierarchical structure and participants having little or no say in their assignments;
2) A Civilian Conservation Corps model, residential and somewhat regimented, with participants isolated from the rest of society;
3) A Peace Corps-VISTA model, often used by the Gallup Poll when surveying on national service, with pro-active, highly motivated young people serving the poor and needy;
4) A youth employment model, characterized by participants who can't make it on their own, performing make-work assignments;

5) An experiential education model, seen as an extension of high school education or a service interlude during college;

6) A volunteerism model, where young people go out and do good without pay at the exhortation of the President.

To one who wants to come up with the form of youth service right for the United States, my recommendation is to lay out the most important dimensions of youth service, study them, and decide where one stands on each dimension. These dimensions are listed below, and I have indicated my position on them in parentheses.

- Degree of universality	(High)
- Degree of voluntariness	(High)
- Ages of eligibility	(18-24)
- Education and training emphasis	(High)
- GI Bill for National Service	(Yes)
- Cultural integration emphasis	(Medium)
- Military linkages	(Peacetime draft only)
- Linkages to the private sector	(Yes)
- Employability emphasis	(High)
- Degree of administrative centralization	(Low)
- Types of projects	(See Section I)
- Cost-sharing by sponsors	(Yes)
- Duration of service	(6 month minimum)
- Amount of stipend	(About 90% of minimum wage)
- Individual or team placements	(Both)

These are basically independent variables, although there are occasional interrelationships among them. For example, one who wants a high degree of cultural integration will have to accept a low or medium degree of voluntariness. Once these contradictions are resolved, it will be possible to design a detailed program and to give fairly accurate estimates of participation rates, costs and benefits.

So many different forms of youth service can be constructed from the above matrix that I shall not attempt to describe them. Over the last 15 years, however, a statement of youth service principles has proven itself both practically and theoretically. It formed the basis for the Seattle national service test described in Section 2. A one-sentence summary of each of the 10 points in the statement, issued by the National Service Secretariat on August 3, 1970, is given below:

1. Service opportunities would be available to all young people.
2. Each participant would both serve and learn.
3. Service activities would be directed and financed at the local level to the extent permitted by available resources, and would include projects organized and directed by young people.
4. Service activities would be underwritten by a public foundation at the national level.
5. The basic raison d'etre for national volunteer service is the need society has for the service of youth.
6. Young people who seem poorly qualified by conventional standards could serve effectively.
7. There would be a transition phase.
8. Participation would be by means of a contract, voluntarily entered into by all parties.
9. Duration of service would range from a minimum of one year to a maximum of four years.
10. Participation in national volunteer service would be viewed as fulfillment of a person's service obligation.

4. The Cost Effective Nature of a National Youth Service Program

I regret to say that we lack the comparative data needed to make an accurate assessment of the relative cost effectiveness of a national youth service program. The best I can do now is to tell you how to obtain such data.

For most of the 1970s, I was the ACTION representative on the Interagency Panel for Research and Development on Adolescence. Its members included persons from the Department of Labor; Health, Education and Welfare, and other federal agencies dealing with young people. My major effort, almost totally in vain, was to convince member agencies to look at the total impact of their programs. If this were done, they could be compared with one another. However, my colleagues were reluctant to assess anything other than the Congressionally mandated objectives. To illustrate, I shall give a few examples.

The Peace Corps and VISTA are volunteer programs with an emphasis on the accomplishment of useful services. Yet I have talked with Peace Corps and VISTA Volunteers who joined because it was the best job -- and in a few cases, the only job -- they could get. It is also clear that the volunteer service experience plays a major role in career decision, and the experience is sometimes a factor in securing a job. Thus, the Peace Corps and VISTA are, to some extent, job programs. It would be useful to quantify their effectiveness as job programs.

The Job Corps is a training program for the poor and disadvantaged. But it is also a service program. Young people serving in Job Corps Conservation Centers contributed tens of millions of dollars worth of conservation service as an integral part of their training. Those in urban centers have built furniture and toys for day care centers and have done many other such things, sometimes as part of their training and sometimes as volunteers on their own time. Here again, it would be good to know the annual value of such services.

While the kind of assessment I propose would reveal the bonuses provided by some youth programs, it would reveal deficiencies in others. For example, the College Work-Study Program was supposed to put college students to work serving people living in poverty. Instead, the Program was captured by the colleges with the result that at no time in its 20-year history has there been a record of more than 15% of CWSP students serving off-campus. The net effect has been that colleges benefitted at the expense of poor people and of students eligible for CWSP.

For the present, then, we cannot make detailed comparisons among all the various youth programs. However there is enough data to make certain comparisons among different types of youth service programs. The costs per work year of selected youth service programs were as follows:

Program	Work-Year Cost in 1984 Dollars
Program for Local Service (Seattle, 1973-74)	$7,500
Young Adult Conservation Corps (1979)	14,000
California Conservation Corps (1984)	17,000
Washington Service Corps (1984)	10,900
Peace Corps (1984)	18,000

Some benefit-cost ratios are also available. Although benefits are understated because they are limited to the value of work done, the results are at least suggestive:

Program		Benefit-Cost Ratio
Program for Local Service (Seattle 1973-74)		1.9 to 1.0
Young Adult Conservation Corps (1979)		1.1 to 1.0
Minnesota Conservation Corps (1984)		1.34 to 1.00
Washington Service Corps (1984)	(Est.)	2.37 to 1.00

The pattern appears to be that conservation programs just about break even while service programs pay for themselves twice over. The appearance is deceptive for two reasons.

First, both the Program for Local Service and Washington Service Corps shared costs with sponsoring agencies, thus reducing costs to the government. Most Conservation Corps programs have little or no cost-sharing. Second, Conservation Corps programs paid for clothing and some supplies and equipment, while in the two service programs these costs were borne by the sponsoring agencies.

I estimate that a conservation corps organized like the two service programs cited above probably would achieve a cost-per-work-year and a benefit-cost ratio very close to those of the service programs.

Less tangible benefits are also found in the cost-sharing approach. By working under the day-to-day supervision of someone in a municipal agency or a non-profit organization, the youth service participant becomes better known to such organization and probably has a better chance of getting a job there after service, than someone who reports every day to a corps-employed supervisor. In addition, cost-sharing organizations with youth service participants are more highly motivated to solve or report problems than if the young people were working without charge to the organization.

With this background, it is possible to set forth a sample matrix that could be used to assess the cost effectiveness of alternative programs. The most likely alternatives would seem to be: (a) the present JTPA which includes a youth training element, the Job Corps and the Summer Youth Employment Program; (b) a large-scale targeted youth employment and training program that would enroll only the poor and disadvantaged and pay minimum wages, and (c) a voluntary national youth service of the kind I have already described in Sections 1, 2 and 3.

This matrix is shown below, and I have included in it a set of values that comprise my hypothesis of what would be revealed by an objective evaluation of carefully conducted, fairly large-scale experiments.

	Present System	Targeted Youth Employment System	Voluntary National Youth Service
Value of Service Performed	Low	Low	High
Employability benefits	High	High	High
Education benefits	Medium	Medium	High
Cross-cultural value	Low	Low	Medium
Youth unemployment reduction	Low	Medium	High
Unit costs	Mixed	Medium	Medium

One might suppose that a program of voluntary national youth service would have high opportunity costs as it attracted young people away from well-paid jobs in the private sector. This has not happened to date and there is little reason to think it will in the future.

The largest single group entering the Program for Local Service in Seattle consisted of young people who were unemployed and looking for work. The second largest group was comprised of persons who had interrupted college for a stint in national service. Although the evidence is not totally clear, the third largest group seems to have been comprised of persons not in the labor force, including those who had dropped out and those who had never entered the labor force.

Clearly, the foregone earnings of these groups, which comprised about 90% of the total numbers of volunteers, were very small. Those who were unemployed were an economic drain on society; in joining PLS they contributed to the value of services produced. Those in college, some of whom had jobs, were uncertain about their career interests. I would hypothesize that the savings that resulted from a clarification of their career interests, which in turn was a consequence of their service experience in PLS, was substantially greater than the loss of earnings from their jobs.

Since PLS is the most carefully designed test of national service to date, one is strongly inclined to predict that youth service will prove to be a cost effective program. However, it enrolled only 0.5% of the eligible population. If you want hard estimates of the economic impact of national youth service, it will have to be tested in a few places where there are enough resources to permit enrollment to reach at least 5% of the eligible population.

The costs of not having a youth service program include the costs of services denied to the very old, the very young, the poor, the illiterate; the cost to young people of the denial of work experience and career exploration; and the cost to the United States of a youthful population with a low investment in the future of our country.

5. My Analysis of the Legislation

The Panetta bill would make 50-50 matching grants to states and localities with youth service programs. It appears to me to answer all the major concerns that have been expressed about national service.

To those opposed to compulsory youth service, the Panetta bill would limit service to volunteers.

To those who believe youth service would be a waste of Federal dollars, the Panetta bill employs a cost-sharing approach that should produce $4 worth of needed service for every Federal dollar invested.

To those who worry about a fat bureaucracy, the Panetta bill is designed as a lean program and restricts state and local administrative expenditures to not more than 15 percent of the Federal grant.

To those who think there are not enough useful jobs for young people to do, the Panetta bill is virtually self-monitoring with its financial disincentives for useless work.

Mr. Chairman, I would like to add a few comments for the record by way of emphasis and interpretation of certain elements of the Panetta bill:

Sec. 5 (b) (3) deals with physical, mental, and educational requirements. I hope this will be interpreted as dealing with individual positions and not general programs. Just because some positions will require participants to see and hear and read and walk, for example, it would be a mistake to limit access to young people who possess all these abilities. Valued service -- in some cases unique service -- can be contributed by the blind and deaf and illiterate and paraplegic. I hope they will have an opportunity to make such contributions.

Sec. 6 (b) (1) refers to a list of positions to be submitted with the grant application. The universality of opportunity inferred in this section fortifies my suggested interpretation of Sec. 5 (b) (3) above.

Sec. 6 (b) (2) offers an incentive to sponsors who make a cash contribution or provide free training to participants. This is a design element that will increase the accountability of both sponsors and participants. However, I hope it will be interpreted to include cash contributions and free training by other organizations in collaboration with the sponsor. This interpretation will help in three ways. It will permit organizations with meager resources to compete for youth service participants; it will strengthen community bonds between those with substantial resources (e.g., unions, church groups and Rotary Clubs) and those with few (e.g., clincs and day care centers); and it will increase the employability of youth service participants by bringing them into contact with potential employers.

Sec. 6 (b) (5) is the brief but important service-learning section. I wish to emphasize two points. First, it does not require the award of academic credit; rather, it leaves it up to the youth service participant and the educational institution to arrange for such credit. Second, it strongly suggests that, when given, credit be awarded not for performing service but for the learning and skills derived from such service. This is as it should be. In their eagerness to have youngsters involved in the community, educators sometimes award credit solely on the basis of completed service. This approach is likely to erode both the integrity of the educational process and the potential for learning from service experiences. The award of academic credit should remain dependent on the evidence of learning.

Sec. 6 (b) (6) provides for the involvement of young people in deciding what they will do. I interpret this involvement as being of two kinds. First, young people would work with the grant applicant in designing the plan and then with the grantee in executing it. Second, youth service applicants would have a voice in their respective assignments. This might be of a fairly general nature, as when a young person asks for a Conservation Corps assignment and is accepted, but is then expected to perform the tasks assigned by the camp director. Or it might be much more specific, as when a young person decides to serve in his own community and interviews several potential sponsors of interest and concludes an agreement with one of them that categorically defines the responsibilities of the sponsor and of the youth service participant.

Sec. 6 (b) (8) defines the limits of payments to youth service participants. It permits an arrangement such as the one here in New York City, where the participant receives only $80 a week but is entitled to a $5000 educational bonus, to arrangements in state service programs that pay essentially the minimum wage with no bonuses. With the adoption of the Voluntary National Youth Service Act, a variety of payment patterns will emerge and evaluators will be able to assess the merits of each. You can then decide whether to go with a standard payment pattern or retain at least a part of the current flexibility.

Sec. 10(b) provides the framework for a standardized information retrieval system. In doing the 1984 Youth Service Survey (Appendix), I found a consistent set of data on such elements as age and sex. This consistency vanished when it came to a description of activities carried out by youth service participants. Some survey respondents classified by function, some by age of clients, some by type of clients, and some by catch-all titles like community development.

While this data collection will be important in many ways, I would like to give one key example of its importance. Some say that national youth service will attract only the well-educated elite and point to the Peace Corps as an example. Others say it will attract only the poor and disadvantaged and point to the Job Corps as an example. To the extent Congress perceives youth service not only as an entity that performs important service but also as a democratizing, egalitarian program that involves a cross-section of the nation's youth, you will get that information promptly and you will be able to determine where, if at all, it is failing in this respect.

Having had this much to say about national youth service, I think you will understand it when I say I don't need H.R. 1326 (the Torricelli Bill) but I think the country does.

In my study of national service, I have perceived three distinct levels of reaction to the idea. At the first and most superficial level, it is seen as a great idea. It is perceived as a program that would provide useful work, get the kids off the street, and give them experiences in the real world in a way that would be non-violent and equitable.

The general public has consistently supported national service over the years. In a 1984 Gallup Poll on mandatory national service, it was supported by the general public by 65% to 30%. Among 18-24 year-olds, the approval rate was slightly lower, 58% to 38%. However, when last asked by Gallup about voluntary national service, in 1979, 18-24 year-olds supported it by a ratio of 77% to 14%.

At the second and intermediate level, one looks at national service and begins wondering: What will it cost? Is there enough useful work to be done? How will discipline be handled? Won't it get lost in a bureaucratic boondoggle? This is clearly the skeptical stage of inquiry and if the answers are not readily available, one tends to turn away from the idea.

The National Service Secretariat was created in 1966 to find and disseminate the answers to these and other questions about national service. I am happy to report that essentially all the crucial questions have been answered to the extent they can be short of large-scale testing of national service. These answers are sufficient to convince most skeptics that we should proceed either with a commitment to voluntary national youth service along the lines of H.R. 888 or to large-scale experimentation with national service.

At the third level are those who have carefully studied national service. It is here that one finds the strongest opponents and proponents. Probably most notable among the opponents are libertarians, some of whom believe that a voluntary national service program would prove so popular that the politicians would turn it into a mandatory program, and they oppose just about everything that is mandatory. Then there are those who would spend federal dollars on little else than military subjects and objects. They tend to be interested in national service at times when there are military recruitment problems. This was the case in the late 1960s when the draft was in trouble and again in the late 1970s when recruitment quotas for the All-Volunteer Force were not being met. At other times, national service is seen by them as a waste of money and irrelevant to defense needs.

The study of national service can also lead one to its side. In the late 1970s, I became a member of the Committee for the Study of National Service, chaired by Jacqueline Grennan Wexler and Harris Wofford. The members' views were all over the spectrum, ranging from support for compulsory national service to insistence that the present system (basically, the Peace Corps and VISTA) was sufficient and no more youth service initiatives were needed. After two years of study and argument, the 14-member group reached agreement that much more was needed, namely a large-scale voluntary national youth service program.

The third level can also be reached by persons who have experienced national service in their own lives. Twenty years ago, when I began discussing national service intensively and extensively, I hypothesized that professionals most in favor would be those whose disciplines led them to it, namely, educators, sociologists and psychologists. I was wrong. When I found some English teachers and economists and scientists supporting national service, I usually discovered it was because they had had such experiences as a young person. It might have been participation in the CCC. It might have been a scientific expedition up the Amazon River. It might have been an intense volunteer experience. Over time, I learned that one's experiences as a young person were a better predictor of one's attitude toward national service than one's academic discipline.

The nationwide debate that would accompany H.R. 1326 would permit many citizens to reach the third level of understanding about national service, apply their value system to it, and decide on solid ground whether to favor or oppose it.

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While H.R. 1326 can contribute to a needed debate on national service, we can do even better by making two changes in it and marrying it to H.R. 888.

My first recommendation is to drop the word "Commission" and to describe the body in a more forward-looking way, something like "Service Opportunities for Young People." Commissions are not very popular these days. An intern working for the National Service Secretariat this summer found that members of Congress would rather spend money on national service than study it. Virtually everyone who liked the youth service idea favored the Panetta bill, H.R. 888. But a significant number of those favorable to youth service were opposed to the Commission idea.

My second recommendation is to have the body focus on a single plan, H.R. 888. We have already seen the multitude of national service plans that have been proposed or that might be proposed. In all likelihood, a representative commission or body appointed to produce a youth service plan would come up with something very close to the Panetta bill.

1986 will mark the 80th anniversary of William James speech on "The Moral Equivalent of War" at Stanford University. His speech is generally regarded as the public introduction of the national service idea. It would be a fitting tribute to James if 1986 were also the year in which Americans were to explore the idea in a typically American way; namely, through experimentation, evaluation and public debate. The marriage of a slightly amended Torricelli bill with the Panetta bill, and its subsequent enactment, will accomplish the next step toward an enlightened policy of meeting national needs with available resources.

To summarize briefly, I will say this:

1) There is a clearly defined need for a voluntary youth service program;

2) The history of such programs tells us that they will reduce youth unemployment and that we can be optimistic about the likelihood of improvements in a number of other societal problems.

3) While there are hundreds of different forms national youth service might take, there has been enough research and experimentation to narrow down the viable alternatives almost exclusively to those that could be supported under the Panetta bill;

4) An examination of available evidence suggests that national youth service is probably the most cost effective of likely youth alternatives;

5) Enactment of either of the two bills under consideration will yield advances both in youth policy and in general public policy; a marriage of the two bills followed by enactment will produce even greater advances in those arenas.

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Donald J. Eberly, Executive Director

August 26, 1985

YOUTH SERVICE SURVEY -1984

Highlights

After falling to the lowest point in a quarter of a century, civilian youth service opportunities are now on the upswing. This was the major conclusion of the 1984 Youth Service Survey conducted by the National Service Secretariat, a nonprofit clearing house of information on youth service.

Donald J. Eberly, the Secretariat's executive director, reported that full-time civilian service enrollment for 18-24 year olds rose from 4,850 on January 1, 1984 to 7,100 on December 31, 1984.

Eberly contrasted these figures with those of 50 years ago, when there were 350,000 young men in the Civilian Conservation Corps compared with 250,000 men on active duty with the Armed Forces. Today, there are approximately one million 18-24 year olds on active duty with the Armed Forces.

Eberly said the ratio of one young person in civilian service to 168 young people in the armed forces is the lowest since 1960, the year before the creation of the Peace Corps. Since then, more than 100,000 young adults have served with the Peace Corps and VISTA -- Volunteers in Service to America -- now celebrating its

20th anniversary. By the end of 1984, the 18-24 year old enrollments were approximately 2,200 in the Peace Corps and 300 in VISTA.

From 1961 through 1973, the year the draft ended, several thousand young men served each year in alternative service as conscientious objectors to war. The Young Adult Conservation Corps which lasted from 1977 to 1982, enrolled some 20,000 young men and women during its peak years.

Next below the Peace Corps in size was the California Conservation Corps with 1,656 enrollees on December 31, 1984. Eberly noted that this program originated as the California Ecology Corps in 1971. It was established by then-Governor Reagan to provide employment for conscientious objectors.

Eberly said that state and local programs are beginning to take up the decline in opportunities with federally sponsored youth service programs. Among them are state programs such as the Washington Service Corps and the Minnesota Conservation Corps, city programs such as the New York City Volunteer Corps and the San Francisco Conservation Corps, and private programs such as the East Bay Conservation Corps (California) and Volunteers in Mission (Presbyterian Church - USA).

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The 1984 Survey

Early in 1985, the National Service Secretariat conducted a survey to determine the number of young people (18-24, inclusive) in service programs with the following characteristics:

- Emphasis on meeting human, social or environmental needs;
- No displacement of employees nor impairment of existing service contracts;
- No discrimination by race, sex, religion or income level;
- Year-round activities;
- Enrollment periods of six months or longer, and
- Full-time service during the enrollment period.

The survey covered the year 1984 and included federal programs such as the Peace Corps and VISTA, state programs such as the Washington Service Corps and the California Conservation Corps, city programs such as the New York City Volunteer Corps and the San Francisco Conservation Corps, and private programs such as the East Bay Conservation Corps (California) and Volunteers in Mission (Presbyterian Church - USA). One county program was included, the Montgomery County Conservation Corps of Maryland.

Almost complete information was received from publicly sponsored programs; only limited information was received from privately sponsored programs. Since most such programs are affiliated with religious institutions, some of which require participants to hold certain religious beliefs, a number of these programs would have been excluded from the survey results.

Figures on the publicly supported programs are virtually complete. Most replied to the survey. Of those that did not, other available information suggests they would have increased the number of work-years contributed by approximately 5 percent.

Survey Results

The total numbers of participants and work-years are given below.

	No. of Participants Jan. 1, 1984	 Dec. 31, 1984	No. of Work-years during 1984
From Survey	4600	6750	5650
Others (est.)	250	350	300
Total	4850	7100	5950

All subsequent information refers only to actual survey data.

Significant enrollment increases were found only in some of the new programs (founded since 1980). Enrollments in all the old programs were fairly stable.

The programs surveyed enroll somewhat more young men than young women. It is clear from the survey data that this is due to the higher proportion of young men in those youth service programs emphasizing conservation. Programs that engage in a wide array of service activities, e.g., the Peace Corps and the Washington Service Corps, enroll almost equal numbers of young men and young women.

While a few of the programs in the survey did not report the racial distribution of participants, those which did report such figures generally indicated an over-representation of blacks and other minorities. This was especially true in city-sponsored programs such as the San Francisco Conservation Corps and the New York City Volunteer Corps, where a minority of participants were white. All other programs reported a majority of whites.

Except for the New York City Volunteer Corps, which at the time enrolled only 17 and 18 year olds, and the Montgomery County (MD) Conservation Corps, whose age range was 17 to 22, all programs accepted persons from 18 to 23 and in some cases, accepted older or younger persons, or both.

The majority of programs had enrollment periods of 12 months. Three had six month enrollment periods and two programs (both overseas) had 24 month periods.

In almost all cases participants doing conservation work served in teams while those in other forms of service worked individually. The only exceptions are the New York City Volunteer Corps, which has teams, and the Minnesota Conservation Corps, which has both team and individual placements.

Supervision of participants was mixed, with about half reporting to someone employed by the service corps or other organization that recruited them, and about half reporting to someone employed by the organization where they served.

The educational profile of participants varied widely, although the pattern was clear. In programs where young people serve overseas, the great majority -- about 90% -- are either college graduates or have attended college. In city and county programs, whether emphasizing conservation or service generally, the majority of participants have not completed high school. State-sponsored service programs have educational profiles nearest to that of the general population, with a majority of participants being high school graduates. (Note: To some degree, the educational profile is limited by the age range of eligible participants.)

Most programs reported strong educational linkages. Here again there was a clear pattern. Those with participants educationally most advanced (the overseas programs) had the weakest educational linkages and those with participants least educationally advanced (city and county programs) had the strongest educational linkages. The survey instrument asked whether participants were "required, encouraged, or permitted" to do the following:

... attend school or take courses.

... write about their service experience.

... attend program-sponsored seminars or other educational offerings.

... attend literacy classes if illiterate.

... study for a GED or attend high school if a school dropout.

The San Francisco Conservation Corps and the Montgomery County Conservation Corps reported that each of these activities was required.

Just over half of the programs accepted participants without regard to their employment status while the others, mostly conservation programs, limited enrollment to unemployed persons.

The great majority of participants received payments totaling between $6,000 and 8,000 per year. Only those in the church-sponsored overseas programs received substantially lower payments. There were a wide variety of payment packages. While a few made periodic cash payments only, others variously covered room and board, clothing, education and training.

There was very little cost sharing. In most cases, more than 90%, and sometimes 100%, of the program's costs were paid by a single agency.

Total costs (administration, training, evaluation, medical, travel, stipends, etc.) evidently ranged from $7,000 to $13,000 per work-year of service. However, the range may be greater or less since the procedures for calculating costs appear to be inconsistent.

Only two programs reported an assessment of the value of service performed during 1984. The Minnesota Conservation Corps asked the worksite agencies to figure the cost of each project if it had been done by other than Corps members. The average theoretical cost was $10,050 per work year whereas the actual cost was $7,500 per work-year. Using this method in Minnesota, the benefit-cost ratio was 1.34:1. The Washington Service Corps used a somewhat more complex formula and produced a reported benefit-cost ratio of 2.37:1.

STATEMENT BY PROF. CHARLES MOSKOS, DEPARTMENT OF SOCIOLOGY, NORTHWESTERN UNIVERSITY

Professor MOSKOS. Thank you. May I for purposes of brevity introduce my statement and summarize it in oral.

Mr. MARTINEZ. Absolutely, we appreciate it.

Professor MOSKOS. I would like to say in the statement along with Congressman Panetta, you are going to introduce the ATC list of local and State programs, I've also made up a list as an appendix to my statement of all the local and State programs, many of which I personally visited in connection with my own work on writing a study on that national service If I may, what does differ, Congressman Panetta, with the bill that you are introducing, I've made some evaluations as to the level of civic content that each of these programs, so there are some judgments in that regard as well as whether they're targeted or nontargeted and that is the appendix to my statement.

I think these are the best and worst of times for national service. If you look at the national level this is probably the lowest point the national service had in history. Less than 2,500 young people, which I define at 26 years and under, are now serving either VISTA or Peace Corps and combined. Even if you looked at military service you're paying $15,000 a year to private first class. So at the national level you have kind of a weak picture but at the local levels we now have over 7,500 people in the city and State programs, so actually we have a lot of activity action at the local level.

Mr. MARTINEZ. Can you give me that number again.

Professor MOSKOS. 7,500 is a full time participant, sir.

Mr. MARTINEZ. OK.

Professor MOSKOS. Contrasted to 2,500 civilian servers at the national level. So this makes H.R. 888 and 1326 I think especially timely. Now today I want to repeat these arguments for national youth services, it develops youth, provides for environmental and social needs. Perhaps I would want to stress one element that I think has been somewhat oblique and that is it's also a form of citizenship but more important than the minutes I have before you, Congressman Martinez, I'd like to stress more the pitfalls rather than the problems because in a lot of these discussions it has the aura of sort of speaking to the choir or preaching to the choir, so we have to be realistic about the prospects of national service, we have to look at the pitfalls as well. I think one pitfall is to describe national service as a compulsory universal program to start with and I think I've been seconded on these notions by others here at the table. I prefer the term comprehensive youth service in which a large fraction, say 1 million out of a cohort of 3½ million are doing the service, that's plenty to see what will happen rather than trying to start off with a compulsory and universal scheme which may be impractical or unconstitutional or both, at least in the short term.

I'd also like to argue that anybody who focuses national service discussion on all age levels, actually does a disservice to the discussion. Certainly we can have opportunities for older people to serve our communities or Nation but by and large we have to focus on youth and when we bring in the other age groups I think we defuse the argument and sometimes I would even say people would cynically introduce that in order to undercut youth national service.

Third, I think we have to distinguish very clearly between a jobs program and national service. That was Don Eberly's point that sometimes in real life these merge, but nevertheless as was, I think, apparent with the earlier CVC testimony this morning on national service aspects, whether it's done at the community, State, or Federal levels does imply that you are doing something outside of the marketplace and there is a kind of service content to it, something that emphasizes citizenship.

A jobs programs and they can be dependent on their own terms, however I think should really be viewed as national service per se because the basic argument there is that the intended purpose is to help that person get a temporary job or train him for a future job, and finally on pitfalls, and this is one I think always gets national service advocates in some hot water, we should try to pose military service and civilian service as opposites. I really believe the main reason that Panetta signed this bill and didn't pass the House is because people saw this as the whiff of the draft in the offing. What we have to describe here is that both military service and civilian service are cut out of the same cloth, they both require a citizenship obligation and rather than looking at these things in opposition, we should look at them in the same light.

The prospects as I see for national service in the short future, we're seeing this development of decentralized programs which we've heard a lot about today, the cost sharing principal I think would become more apparent, that's in the Panetta bill but I think another avenue that's beginning to appear is that we must more seriously think of a proposal which I have long advocated which is to link Federal aid to youth, especially college aid, to some kind of term of national service. Today we now give $8 billion a year in the form of subsidized loans or grants to college students and ask nothing in return in the way of service. We do have a GI bill today but we left out the GI, we're not GI's now, we just give the money out for free. So what we really have to do I think in the long run is look at these pitfalls seriously, capitalize on the emergent trends which are decentralization, cost sharing, linking of Federal aid to youth, to some form of national service and then talk about these local and State programs in a broader national framework shortly down the road.

So let me conclude just by saying that any overview of national service in American life shows two competing principals. There's a widespread feeling that American society is being drained of its civic content, that unmet social needs exist and that many youth are at odds with themselves. We've heard a lot about that today but the idea of compulsion or establishment of a centralized bureaucracy are anethema to the popular sentiments that underly American democracy and I think the resolution to this dilemma is a comprehensive and decentralized national service, a program that combines Federal support with cost-sharing principals and a program that ties Federal student aid to performance of civic duties. It's also vital that national service not be defined as either a liberal or a conservative issue, and this is another pitfall, that we must be alert to. It should be a grand design that the idea of fulfilling citizenship obligations ought to become part of growing up in America.

Mr. **Martinez**. Thank you. Mr. Landrum.

[Prepared statement of Charles C. Moskos follows:]

PREPARED STATEMENT OF CHARLES C. MOSKOS, DEPARTMENT OF SOCIOLOGY, NORTHWESTERN UNIVERSITY, EVANSTON, IL

NATIONAL SERVICE: PROBLEMS AND PROSPECTS

These are the best of times and the worst of times for national service. A young person seeking to enter national service today would find it very difficult, if not impossible. There is no civilian conservation corps. The youth membership of the Peace Corps and VISTA combined comes to fewer than 2,500 people. Even the citizen soldier has given way to an economic-man approach to recruiting based on marketplace principles. (The $15,000 yearly compensation of a private first class now exceeds the average salary of a starting teacher in America.) Thus from one perspective, national service has reached its lowest point in modern American history.

From another standpoint, however, we see great energy in national service. The innovation as well as the locus of national programs has shifted from the federal to the state and local levels. Youth programs at these levels have opened the way for more varied and customized forms of national service than were prevously thought possible. As of late 1985 there were 15 state youth service programs and 12 local programs with a combined membership of some 7,500 full-time participants. (See Charts 1 and 2 appended to this statement.) Put in another way, three times more youth are performing national service at the

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state and local levels than at the federal level.

This contradiction in national service -- dormancy at the federal level and vigor at the state and local levels -- are what make both these hearings especially timely. I strongly support H.R. 1326, a bill to establish a commisison to examine national service, and H.R. 888, a bill to authorize grants to state and local governmental units for youth service. H.R. 1326 will advance understanding on what is becoming a major public issue, and H.R. 888 pushes the development of local and decentralized programs. Both bills lay the groundwork for a full understanding of national service in terms of practicalities, costs, and administration. Equally important they will inform us about the appeals of different forms of national service in terms of sex, class, race, and region.

The arguments for national service are threefold. First of all, national service develops human capital. Youth participation in structured activities is a way to encourage forms of social behavior that are not fostered by conventional schooling. A pattern-breaking interlude, especially for poor and inadequately educated young people, will provide long-run benefits. Instilling sound work habits and even basic education, if need be, is one purpose of national service.

A second argument for national service is that youth can provide for enviornmental and social needs that will otherwise never be met. Young people could restore our neglected natural assets: forest, range lands, and topsoil. At the community level, youth volunteers would be handled by local governments, welfare agencies, the criminal justice system, voluntary association, not-for-profit institutions, schools, libraries, parks, recreational facilities, and the like. Our society seems unable to take care of many of the aged. Some forms of national service might well provide day care or home assistance for the infirm elderly. Similar care could be offered to the mentally retarded and physically handicapped. Such labor-intensive and often emotionally demanding tasks would be ideally suited for short-term national service. It may be time for Americans to accept that many of things we need as a nation we can never afford to buy. If we are to have them, we must give them to ourselves.

A third and perhaps the most important argument for national service is that it develops citizenship. National service is a form of civic education broadly construed, a learning process that enhances individual standards of public (and perhaps even private) behavior and fosters a common civic identity that cuts across race and class barriers. National service ultimately comes down to performance of public duties for a limited period outside of the marketplace. National service presents itself as the means to reinvigorate a sense of shared citizenship.

Pitfalls of National Service. Discussion of national service is hampered by the view that such service must be compulsory and universal. I prefer the term comprehensive national service which describes programs while including a substantial fraction of age-eligible youth -- say, around one-third -- are voluntary. Such programs would, however, require certain benefits contingent upon service (or denial of certain benefits for nonservice). Comprehensive national service minimally means that any youth would have an opportunity to join a youth program.

Another pitfall to avoid is to make national service a program for all ages. Certainly arrangements can be made for older people who wish to perform natinonal service, but the primary constituency must remain youth. Young people are more flexible and not as tied to obligations than older people. Young adults can usually perform certain kinds of service work more effectively than older people. Focusing national service on youth also creates a kind of "rite of passage" effect and thereby underscores the civic educational features of national service. The question of older people's participation in national service is too often a red herring, a way to diffuse supoort for national service for youth.

A third pitfall is that at times there is almost a hairline's difference between a jobs program and national service proposals. The definition of national service lies not so much in the perceptions of participants, though these are not unimportant, but in whether or not the action has a civic content. Only by addressing national servers as citizens, rather than as wards or clients, can we define them away from derogatory stererotypes. Without the implicit theme of civic education, national service could be viewed as make-work; without the legitimacy inherent in the performance of citizen duties, youth programs could easily be stigmatized as another form of the dole; without something approaching a cross-section of young citizens, the program risks being labeled as an activity for dead-end youth. There is no philosopher's stone that will turn a youth program into a national-service program, but a nontargeted program with some minimal emphasis on civic content is a necessary precondition.

A final pitfall to avoid is to pose civilian and military service as opposites. Whatever the emotive and organizational reasons distinguishing one from the other, any overarching national-service program requires a reconciliation between civilian and military service. Until now these different concepts of service have been like repelling magnets, pushing away from each other and deflecting each national-service initiative as it comes near to realization. Yet from a civic standpoint, the citizen soldier and the civilian national server have much in common. If citizenship concerns are placed at the forefront of the national-service discussion, then military and civilian service can be seen as being complementary rather than opposed. The citizen soldier and civilian server are of a piece.

Prospects. The major shift in the concept and practice of national service has been its decentralization. The significant precedent for local programs was the locally administered but federally funded Seattle Program for Local Service (PLS) in the mid-1970s. PLS, whose principal architect was Don Eberly, pioneered two major innovations: the use of sponsoring agencies to deliver human services, and the concept of cost-sharing. Both of these features will be key ingredients in any comprehensive national service program. In the contemporary period, the New York City Volunteer Corps stands out as a preeminent example of a locally initiated national service program.

Another trend is the growing consensus that federal aid to youth ought be conditioned upon completion of a term of national service. This is a policy I have long advocated. Currently, over $8 billion a year is given to college students in the form of federally subsidized loans and outright grants. In effect, we have created a GI Bill without the GI. Survey data is quite conclusive that the public overwhelmingly supports the idea that educational aid and national service ought be linked. Other trends in this direction can be noted: the law that draft registration be a requirement for males receiving federal student aid; the notion that scholarship aid be focused on public service such as police cadets and teachers in shortage areas; the establishment of post-service educational benefits in some of the local youth service programs; and the 1985 passage of a new GI

Bill for soldiers who take a reduction in pay. The next step must be the linkage of federal youth benefits -- job training and educational aid -- to national service.

An overview of national service in American life shows two competing principles. There is a widespread feeling that American society is being drained of civic content, that unmet social needs exist, and that many youth are at odds with themselves. But the idea of compulsion or establishment of a centralized bureaucracy are anethema to the popular sentiments that underlie American democracy. The resolution to this dilemma is a comprehensive and decentralized national service, a program that combines federal support with cost-sharing principles, and a program that ties federal student aid to performance of civic duties. It is vital that national service not be defined as either a liberal or conservative issue. The grand design is that the ideal of fulfilling citizenship obligation ought to become part of growing up in America.

Chart 1: PROFILE OF NATIONAL SERVICE PROGRAMS AT THE STATE LEVEL

Program (date founded)	Number of Positions in 1985	Compensation	Membership	Civic Content	Special Features
Alaska Conservation Corps (1982)	10 year-round; 100 summer	above minimum wage	semi-targeted	low	residential and nonresidential
California Conservation Corps (1976)	1,800 year-round	minimum wage	non-targeted	high	mainly residential; training academy
Connecticut Conservation Corps (1981)	70 year-round	minimum wage	semi-targeted	moderate	non-residential
Iowa Youth Corps (1982)	500 school-year; 400 summer	minimum wage	school-year targeted; summer non-targeted	low	non-residential; school-year program includes emotionally and physically impaired
Maine Conservation Corps (1984)	110 summer	minimum wage	targeted	low	non-residential
Maryland Youth Conservation Corps (1984)	750 summer	minimum wage	targeted	low	non-residential; plans to include non-targeted youth

[from Charles C. Moskos, National Service in America, forthcoming.]

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Chart 1: PROFILE OF NATIONAL SERVICE PROGRAMS AT THE STATE LEVEL (continued)

Michigan Conservation Corps (1984)	500 year-round	minimum wage	targeted	low	mainly non-residential; "workfare" aspect
Michigan Youth Corps (1983)	15,000 summer	minimum wage	semi-targeted	low	non-residential; state and local agency sponsors
Minnesota Conservation Corps (1983)	70 six-month; 120 summer	minimum wage	semi-targeted	moderate	mainly non-residential; may be basis for broad state program
New Jersey Youth Corps (1985)	400 six-month (two cohorts)	minimum wage	semi-targeted	moderate	non-residential; sponsor system; 20 hours weekly required in school
Ohio Civilian Conservation Corps (1977)	400 six-month (two cohorts)	minimum wage	semi-targeted	moderate	residential and non-residential; training academy
Pennsylvania Conservation Corps (1984)	1,500 six months (two cohorts)	minimum wage	targeted	low	non-residential; to include urban as well as rural areas
Texas Conservation Corps (1984)	200 six months (two cohorts)	minimum wage	targeted	low	residential; training academy run by Texas Nat. Guard; federal and private funds

Chart 1: PROFILE OF NATIONAL SERVICE PROGRAMS AT THE STATE LEVEL (continued)

Washington Conservation Corps (1983)	400 six-month (two cohorts)	minimum wage	non-targeted	moderate	residential and nonresidential; six state agencies
Washington Service Corps (1983)	200 six-month (two cohorts)	minimum wage	non-targeted	high	nonresidential; delivery of human services; sponsor system with matching funds
Wisconsin Conservation Corps (1983)	500 year-round	minimum wage	semi-targeted	low	non-residential; independent board; education voucher

Chart 2: PROFILE OF NATIONAL SERVICE PROGRAMS AT LOCAL LEVEL

Program (date founded)	Number of Positions in 1985	Compensation	Membership	Civic Content	Special Features
Ann Arundel Bay Savers, Md. (1984)	100 summer	minimum wage	targeted	low	in-school enrollees
Blue Knob Conservation Corps, Penn., (1981)	80 summer	minimum wage	non-targeted	moderate	only local program with residential component
Dutchess County Youth Community Service Corps, N.Y. (1983)	36 nine-month	minimum wage	targeted	low	20 hours work, 20 hours school
East Bay Conservation Corps, Calif. (1983)	80 year-round; 25 summer	minimum wage	semi-targeted	moderate	strong education component
Guardian Angels (1979)	2,500 part-time	none	non-targeted	very high	crime prevention; local chapters
Montgomery County Conservation Corps, Md. (1984)	20 year-round	minimum wage	semi-targeted	low	

[from Charles C. Moskos, National Service in America, forthcoming.]

Chart 2: PROFILE OF NATIONAL SERVICE PROGRAMS AT LOCAL LEVEL (continued)

Marin Conservation Corps, Calif. (1982)	50 year-round; 50 summer	higher than minimum wage	non-targeted	moderate	job training component
New York City Volunteer Corps (1984)	1,000 year-round	less than minimum wage	non-targeted	high	training academy; strong education component; education voucher upon completion
Sacramento Local Conservation Corps, Calif. (1985)	60 year-round	minimum wage	non-targeted	moderate	strong education component
San Francisco Conservation Corps (1983)	60 year-round; 60 summer	minimum wage	non-targeted	high	strict discipline; one day weekly in class; daily journal
Sonoma Community Conservation Corps, Calif., (1984)	10 year-round	minimum wage	semi-targeted	low	smallest program in country
Youth Energy Corps, NYC (1981)	40 year-round	minimum wage	extremely targeted	low	20 hours work, 20 hours school
Seattle Program for Local Service (1974-77)	370 year-round (at peak)	less than minimum wage	non-targeted	high	prototype of sponsor system and delivery of human services; ACTION funds
Syracuse Youth Community Service (1978-80)	2,000 year-round (at peak)	less than minimum wage	semi-targeted	low	sponsor system; Dept. of Labor funds

CHARLES C. MOSKOS

Charles C. Moskos is professor sociology at Northwestern University. He attended Princeton University where he received a B.A. in 1956. After graduation from college, he served as a draftee in the Army combat engineers. He attended the University of California at Los Angeles where he received his Ph.D. in 1963.

Dr. Moskos is a leading figure in military sociology and youth studies. The author of numerous books and scholarly articles, Dr. Moskos has also published pieces in the *New York Times*, *Washington Post*, *Public Interest*, *Wilson Quarterly*, and *Foreign Affairs*.

In 1980-81 Dr. Moskos was a Fellow at the Woodrow Wilson International Center for Scholars at the Smithsonian Institution. In 1983-84 he received a Rockefeller Foundation Fellowship to do a study on rights and duties of citizenship. During 1983-85 he has been awarded a large grant from the Twentieth Century Fund to conduct a study on youth national service in America. He has personally visited most of the national service programs at the federal, state, and local levels.

Dr. Moskos is listed in *Who's Who in Authors*, *American Men and Women of Science*, and *Who's Who in America*. His writings have been translated into seven languages.

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STATEMENT BY ROGER LANDRUM, CONSULTANT TO THE ELEANOR ROOSEVELT CENTENNIAL YOUTH PROJECT AND THE YOUTH POLICY INSTITUTE

Mr. LANDRUM. My name is Roger Landrum. I will try to briefly summarize the written testimony that I've already handed in to you. I'd like to point out that in 1961 I was among the first 800 Peace Corps volunteers to go overseas at the call of President Kennedy in his famous statement about, "Ask not what your country can do for you but what you can do for your country." It was a tremendous experience for me. The Peace Corps is often viewed as an elitist institution these days but I would point out that while I had been to college in Michigan I had rarely been outside that State. I had never been overseas before. My father was an oilfield laborer; many of my classmates in college had traveled rightly to Europe and other parts of the world. I had never been able to do that for financial reasons and the Peace Corps was an extremely good opportunity for me in the sense that in exchange for good Government pay and travel that was involved in exchange for spending 2 years working in a developing country, I was able to get overseas and do something I never would have been able to do under other circumstances, and my Peace Corps experience which was in West Africa, Nigeria has influenced my life in many ways ever since.

I had been in pursuit of this idea of national service for a very long time since that Peace Corps experience. In 1979 I was a study director for a group of distinguished citizens, a private group, called the Committee for the Study of National Service, which published a book called "Youth and the Needs of the Nation," that 60 recommendations which in effect boiled down to a call for a decentralized system of volunteer national service that would provide opportunities for at least a million American young people each year to have a national service experience of some kind. Shortly after that, the German Marshall Fund of the United States sent me to West Germany and France to study the compulsory national service systems in those countries and I've done a variety of other things, so I've been waiting to see this idea take shape for a long time.

However, what has often happened is that small experimental programs have had a brief run and then collapsed. We've had the Young Adult Conservation Program which was a Federal program built up to substantial numbers and of course was then defunded, VISTA which started out as a youth service program has been substantially cut back in terms of funds and in fact is more or less a community based adult service program at this point. The Peace Corps which once flourished with 15,000 volunteers overseas in 1966 has had a tremendous decline over the years in its budget; there are now less than 5,000 volunteers serving overseas and I recently was at a meeting with Laurette Rupee, President Reagan's appointee as Director of the Peace Corps. A question was asked of her, is the Peace Corps down to 5,000 these days because of the lack of need of developing countries or because of the lack of young people coming forth to serve or because of budget reasons, despite proclamations from OMB, she answered, "Purely because of budget reasons; if you can give me more money you can have at least 10,000 volunteers serving developing countries and build it back to what it was in the 1960's."

So some of us, Don for a longer period of time than myself, had seen programs come and go and this idea sort of rediscussed and then collapsed for a period of time. This is not maybe particularly cynical. I would point out that today things are happening which have never happened before in this field. The emphasis has shifted from the Federal and central level to a lot of local and State and city initiative which have the potential of providing a grass roots base for a decentralized system of national service which ultimately could parallel the development of the public school system in this country which evolved up from the localities in the States until it became a national institution. It is still not a Federal institution.

Briefly I would like to list some of the things that are going on that deserve all of our attention. The highlight of this morning have been the Conservation Corps programs and community service programs in over 20 States and localities. Most of them are very recent. I'm concerned that they have the financial base to last for more than a few years which is why I like H.R. 888 so much, but we put too much attention on the State and local programs. There is a very interesting movement going on in our colleges and universities. I think as you know Brown University and Harvard University have both established million dollar endowments to provide scholarship support to young people who have served their communities and their country in a variety of ways. The presence of those two universities and a number of other people are organizing a coalition of 100 college and university presidents to try to spread this idea of either requiring or at least building into the college curriculum periods of substantial community service as part of the idea of the basic idea of the liberal arts education and giving scholarship awards for doing this.

This is extremely encouraging to me to see university and college presidents around the country begin to promote the idea of community service as part of the basic liberal arts college education and it's a movement that we should follow very closely and support in every way possible. I would also point out that there are a number of State superintendents of education and large city superintendents of education who either have or are beginning to build into the guidelines for the high school curriculum in their States and cities the idea that community service should be a regular part of high school education. Some of them in fact advocate that rather than try to reinstitute the old boring textbook civics course we would use the idea of community service as a way of reintroducing this sort of old American idea of civics education in the high school.

The superintendent in Atlanta, the state superintendent in Maryland and in other States and cities in the country, superintendents of education are beginning to get behind this idea, they deserve publicity for this and our support.

I would point out that the U.S. Congress has established something called a Congressional Award. It's entirely privately funded but it is supported by Congress. It's an award given to young people in age groups ranging all the way from 14 years to 23 years and they're able to gain a congressional medal for giving a substantial period of volunteer community service. It is given through congressional districts and it has only been implemented in several congressional districts at this point, the ultimate objective is to have this award given in every congressional district in the United States to at least 300 young people in each congressional district. This is a very unobtrusive way for our Congress and our Federal Government, our National Government and our Congressmen to honor young people at the local community level who give substantial hours of community service as young as the age of 14. It will reinforce the whole epic of community service which all these efforts I think are getting behind in this country.

I would point out that a number of foundations, the Ford Foundation pretty eminent among them, but many other foundations are putting very substantial amounts of funds these days behind creating a network of organizations that can provide a technical assistance network, a research network, a kind of advocacy network over a sustained period of time to back stop the development of these local programs and looking for all these different diverse experiments, pull out of them policy guidelines which have if not a Federal emphasis, a national emphasis to be able to abstract out of all of these different experiments the principals that work best and communicate them to new States that want to start programs, new colleges that want to start programs. This is an extremely important effort that these foundations are undertaking and it deserves all of our attention.

I would point out that the American University community in my entire lifetime as far as I know has never put one major researcher looking at the impact of national service or community service on the development of young people. The Peace Corps has been barely steady at all by the university community as a subject of research. VISTA has not been studied, et cetera, et cetera. One of my—I have a doctorate from Harvard, a research degree, and one of my great disappointments while I was there getting the degree I could not convince anyone on the faculty to study the impact of service experience on young people. Universities tend to study what's going on in their immediate community environment because it's close at hand or where vast amounts of money are made available to support major studies. This is an unstudied area, however on the positive side it's very encouraging to me that public and private ventures in Philadelphia have a multimillion dollar—I guess it's not multimillion, I think it's about a half million dollar contract from the Ford Foundation to do systematic longitudinal studies of five or six of these community based programs. This is going to be a completely new basis of research that we've never had before about these programs. My colleague, Charles Moskos will publish a book early next year on the history of this effort in this country and its current condition. There is a major study coming out by two Washington policy researchers, Richard Danzig and Peter Zand which was also funded by the Ford Foundation which will outline four models, alternative models of national service and their potential impact on the country.

There's a whole sort of major research basis and natural basis being established that we've never had before, and lastly I would point out that a lot of political people who are very careful about where they put their chips are now beginning to speak forcefully about this idea. Mayor Koch has come out as a strong advocator in the city, Mayor Feinstein is an advocate of the program in San Francisco, Gary Hart has been speaking out on this idea, the president of Harvard, Boch, gave his commencement address this year on the idea of community service. Opinion leaders for the first time on a large scale are really beginning to talk about this idea to the constituents. All these different efforts I'm outlining, there are many different pieces that are coming together quite suddenly now and I think they provide a tremendous opportunity for your legislation and for all of us to push this idea forward.

Moving very quickly along let me just point out several principals that to me seem especially critical in how we shape this idea in the long run. I differ from some of my colleagues in these. Some people have accused me of having a Catholic approach on this. To me national service programs, community service programs should be mission oriented. I'm impressed by the fact that of all the programs that I've seen the only nonmilitary program that has lasted for a very long period of time is the Peace Corps. I think the Peace Corps has lasted largely because it has a clear cut mission and the taxpayers and Congressmen understand what this mission is, the Peace Corps carries out the mission well and it has one central mission. I would also point out that the marines and the armed services have a mission which each of them serves. Everybody knows what those missions are, they don't have any trouble getting these missions funded. To me it is extremely important as these new domestic programs develop, we develop them with a mission emphasis. I like the Conservation Corps programs very much because they have a mission which everybody understands.

In the human services area which is the most undeveloped area I would strongly urge that these programs be organized around missions. I would envision for example parallel to the Conservation Corps Programs an Elderly Services Corps Program in which young people come into an organized set of programs, they work in units and their mission is to help keep elderly people out of institutions in this country and the program has that stamp. I would have a separate corps for—a tutoring corps. People who go into our schools to help low achieving students but I would always keep these corps organized or on a discreet mission which people of the city, the State, and the Nation can comprehend and can measure the results. I would shy away from smorgasbord programs in which nobody knows exactly who is doing what. Mission orientation I think is terribly important. It's also important to the young participants. They need to know no matter how isolated their own work is, they are doing it in relation to a greater mission. Those of us in the Peace Corps are spread all over the world. We don't work in teams or in groups. You disappear in a village for 2 years or longer. We are all housed but we serve a common mission. We belong essentially to a corps. I think the mission orientation is a critical importance.

A point about enrollments, a lot of people are talking all the time about targeting these programs, making sure they're targeted. From my observations the problem is exactly the opposite. These State and local programs that I have observed in California and here have very large numbers of minority kids and disadvantaged kids participating. They should be participating. These programs are doing great things for these kids and the kids are providing great services, however very few from middle class, college bound kids can be seen in these programs and if we have any idea at all of some kind of integrated multiethnic program which cuts across the economic classes, we have got to bill that in by drawing in the high achievers. These programs are naturally forming around disadvantaged kids. I fear that trend, not because these kids can't pull their oars because they're showing they can but I fear the programs will come to be viewed by taxpayers as welfare programs. To me the mission has to be pre-eminant and the programs have to have kids from all backgrounds in our society visible before the TV cameras in the communities. I urge that people who are talking about targeting think through very carefully how this targeting has to be done and who has to be targeted.

The third point about principle. It's a point of enormous irritation to me that every time I watch a Saturday football game or basketball game, the Army, the Navy, the Marines, and the Air Force have five or six ads that appear. I mean they are beautifully done, there's terrific music, they are beautiful participants and they are doing a wonderful thing, they talk about the scholarships they get. The Peace Corps ads come on at about 1 a.m. in the morning and nobody sees them. The Conservation Corps Programs have no ads and you know why. The military has a big budget for advertising. We need a big budget for advertising these State and community programs and the nonmilitary programs. They deserve it, they're providing as much of a service to our country, we've got to publicize the programs for all the reasons you can imagine to build the public mandate corps, to recruit people, to give them the kind of aura that these programs deserve. I would urge Congressmen in thinking about what the assistance the Federal Government can offer to think about national publicity for State, local, and nonmilitary programs which deserve this kind of publicity before the American people.

Moving along very quickly, H.R. 888 I think is a good piece of legislation for three reasons, it would provide matching funds for programs that are currently financially unstable, they need some kind of stability and these matching funds will help them do that. It will encourage the spread of the local programs to new communities and States that don't already have the programs and third, there's a particular point in there that I have a very positive feeling about, H.R. 888 would limit the benefits that it offers to young people who serve for a minimum period of 6 months. I strongly support that. Having seen these programs there is a very excessive rate of turnover presently in these programs. Program directors expect it to stabilize but the payoff should come to the young people who have a sense of fidelity to the program. If it's a year program, they should serve for a year. It's the public service that's important. We would not talk about people coming and going at random in the Peace Corps or the Marines. They should not come and go at will with these programs. If these programs perform an important public mission stability of service is important and I would give all the rewards to the kids who serve, if not 6 months perhaps 12 months. That's one thing I like about the New York program.

H.R. 1326 I think is an important piece of legislation not because we need a new commission. We don't. A lot of the initial groundwork has been done on this idea already but I'll tell you what a commission can do that none of us can do, it can provide a certain kind of publicity on a national basis that is needed by all these initiatives I've outlined. The commission will draw attention to the initiative, it will focus the attention of the political arena, especially Members of Congress and what's already underway.

Commissions in the country help us achieve a public consensus. This idea needs a public consensus. I am one of the many people who believe that the average American citizen, the average mother, laborer is already in favor of this idea simply because they know their kids need something like this and they know the country needs to be pulled together but a commission can create a kind of consensus among the people in this country and the political figures that none of the rest of us will ever be able to create. The commission may be able to contribute some valuable ideas as to how we take this very diverse set of initiatives and programs and build them into a decentralized national system.

Let me conclude with what my ultimate dream is for this idea. I did not serve in Korea, I served in the Peace Corps, I have not served in the military. I agree with Charlie that we should view the military services and the nonmilitary services as one cloth. They are both forms of service to our country, however the system of sort of rudimentary national service that we have and there is a system, we have the armed forces, we have the Peace Corps, we have the State and local initiatives, we have the National Health Service Corps, we have some obscure programs people have long since forgotten about that exist. We have a system. The interesting thing about the system is that the big bucks and big publicity only goes to the military side of the system, those of us who work in the nonmilitary dimensions struggle along, there was very little money available, very little publicity. My dream is that America will end up with a unique American system of volunteer service, large scaled, large numbers of young people will participate and the nonmilitary forms of service will assume the same level of clout and significance that the military services presently have in our national life.

I think the young people in our country will then be more responsive to what this country stands for in the world and I think the world will be much more admiring of our country because we have in service not only the Marines, the Navy and so, on but very large numbers of young people who show that our country cares as much about the common welfare as it does about the national defense.

Mr. Martinez. Thank you.

[Prepared statement of Roger Landrum follows:]

Statement of Roger Landrum, Consultant to the Ford Foundation, Youth Policy Institute, Eleanor Roosevelt Centennial Youth Project; Former Study Director, the Committee for the Study of National Service

Mr. Chairman, I appreciate the opportunity to testify before your Subcommittee on H.R. 888 and H.R. 1326. As you well know, the idea of national youth service is not new. Some of us who have been interested in this idea were beginning to feel like long distance runners in pursuit of a receeding goal. In 1961, I was among the first Peace Corps Volunteers to go overseas. I was later study director for a distinguished group of private citizens, The Committee for the Study of National Service, that published Youth and the Needs of the Nation (1979). The Findings and Recommendations of that committee are attached to my testimony. Later still, the German Marshall Fund of the U.S. sent me to examine the systems of national service in West Germany and France. These and other efforts produced some debate and a few bills in Congress that seemed to go nowhere.

Now, however, this legislative hearing comes at a time of unprecedented forward movement for the concept of youth service to our communities and our country.

* Over 20 states and localities have established conservation corps and community service programs. They are funded almost entirely by state legislatures, foundations, and fee-for-service. With the exception of the California Conservation Corps, the forerunner state program created in 1976, these new initiatives are only a year or two old and small-scale. But they are showing great vitality and spreading rapidly to other states and localities. Governors and mayors are showing the way.

* Some of our colleges and universities are moving to institutionalize community service as a vital part of undergraduate liberal arts education. Brown and Harvard universities have established million dollar endowments to provide scholarships for students who serve. A coalition of 100 college and university presidents is being formed to promote the service concept. Higher education is pulling its oar.

- Superintendents of education in several states and cities are seeking to establish community service as part of the high school curriculum. Their efforts can revitalize the old notion of teaching civics in secondary schools.

- The United States Congress has established a Congressional Award to honor young people between the ages of 14 and 23 who have served their communities. This Award will eventually be given in every Congressional district in the country. The goal is 300 youths from each of 435 districts receiving the Award each year. The Congress is honoring community service as never before.

- The Ford, Mott, and Hewlett foundations have created a braintrust of organizations to provide technical assistance, conduct research, and identify national policy guidelines for community and national service programs. These organizations include the Eleanor Roosevelt Centennial Youth Project, Human Environment Center, Public/Private Ventures, Council of Chief State School Officers, and several others.

- An intellectual foundation is being established for clearer and better planning of service programs. Charles Moskos of Northwestern University will publish an important book, National Service in America, early next year. Public/Private Ventures is conducting longer-term case studies of the state and local programs and preparing issue papers. Two senior policy experts, Richard Danzig and Peter Szanton, will shortly publish a book on four alternative models of national service and their potential effects, based on over $200,000 worth of research and analysis. Frank Newman's important report for the Carnegie Foundation for the Advancement of Teaching, Higher Education and the American Resurgence, outlines some important policy options for encouraging community service.

- Opinion leaders are bringing the idea of national service before the American people. President Bok of Harvard gave his commencement address this year on the subject of community service and civic responsibility. Governor Charles Robb, Senator Gary Hart, and Mayor Ed Koch, among others, are speaking out to their constituents.

We are witnessing the very rapid emergence in the states and localities of programming and advocacy efforts on behalf of community service by young people. In due time, under the right circumstances, this can become the grassroots base for a large-scale and decentralized American system of voluntary community and national service. After all, our national institution of public schools developed out of the states and localities.

I recently spent a week visiting the San Francisco Conservation Corps, the East Bay Conservation Corps, the Marin County Conservation Corps, and the California Conservation Corps. I was much encouraged by how effective these local programs are. I saw crews of corpsmembers building playgrounds and doing other construction work at public housing projects, reconstructing wilderness and park trails, rehabilitating shelters for battered women, working on erosion prevention projects, and doing many other tasks. The quality of completed work was impressive and it was being done at reasonable cost.

Equally impressive were the crews, composed of Hispanic and Asian immigrant youths, black ghetto youths, blue collar white youths, and a few college bound youths. Almost all were thriving on the strict regime, esprit de corps, and public service tasks. We expect that the Marines and Peace Corps operate with clear missions and solid leadership. These local California programs are in that league, and their corpsmembers are very raw material. What accounts for the discipline and high spirits? Serving a well-defined public mission under firm rules is part of the explanation. The real secret of success is the program leadership. The crew supervisors were mostly men and women between the ages of 25 and 35 who are technically skilled in conservation professions. They are also utterly competent in shaping these groups of very diverse young people into productive crews.

With these and other initiatives underway in the localities and states, why is federal legislation needed? None of the local initiatives seek a dominant federal presence. However, their financing is precarious. They would welcome federal matching funds to give them needed stability and to permit inclusion of larger numbers of young people. Some of the programs are prepared to diversify beyond conservation work and organize corps programs based on other missions -- services to the elderly, health services, tutoring of low-achieving school children, and so on. The Volunteer Corps of New York City has already moved in this direction. Additional localities will be encouraged to begin service programs through federal matching funds. H.R. 888 seems to me well-crafted to provide matching funds in support of local initiatives that strengthen national objectives.

Excessive turnover is a problem in the programs I observed. I strongly support the provision in H.R. 888 that limits benefits to young people who serve for a period of not less than six months. I would myself support a period of 12 months.

I also support H.R. 1326. It can serve two important purposes. I believe that a substantial majority of ordinary citizens in this country --parents, teachers, laborers, and others -- are well ahead of the politicians in seeing the need for national and community service programs. Many want their children to have this kind of experience and sense that the country needs pulling together. But they have not been drawn into the debate and many do not even know about the initiatives already underway. A Select Commission can help create -- or reveal -- the kind of public consensus that is necessary in our democracy to move toward large-scale community and national service. It can stimulate the kind of publicity for the local initiatives that will draw citizens behind the idea and focus the attention of political bodies. A Select Commission can also help envision -- not a centralized system of youth service -- but sufficient local programs to have national impact.

Mr. Chairman, in addition to the new initiatives I have outlined, I want to point out that the next 12 months mark the 25th anniversary year of the founding of the Peace Corps. Some 120,000 citizens have volunteered for two years in the Peace Corps serving the mission of assisting development and mutual understanding in over 100 Third World countries. The U.S. Armed Forces -- the Army, Navy, Air Force, and Marines -- each year utilize the volunteer service of hundreds of thousands of young Americans for our national defense. Federal service programs play important roles.

The truth is that we have an informal, rudimentary system of national service that is part federal and part local. But only the military services are well funded and publicized. My dream is that in my lifetime I will see this system evolve into a distinctive American arrangement of volunteer youth service. The civilian service dimension will come to enjoy the same kind of firm public mandate only the military services now enjoy. I believe we are taking the first tentative steps down that path now. H.R. 888 and H.R. 1326 will move us a little further down that path. It is said that nothing is more difficult to achieve than a new order of things. But that is Old World wisdom. In America, things can change rapidly, and if this new order of things can be brought about, I believe the quality and prevalence of civic responsivility in our country will be transformed. Much needed public work will be done. The lives of many young people will be enriched, as mine was in the Peace Corps.

I would like to conclude with several observations about the more general significance of community and national service to our country. Former Senator Paul Tsongas, who also served in the Peace Corps, argues that during the rest of this century and into the next, our country will face great challenges and crises we have not faced before. They will arise out of our integration into a global economy, out of unprecedented patterns of immigration, and out of other tidal changes in our country and worldwide. Senator Tsongas suggests that we will not be able to survive these challenges and crises as a great nation if the selfishness of individuals, ethnic groups, and economic classes are dominant. Our citizens will have to share common goals, and the skills and habits of civic responsibility. Senator Tsongas believes that the experience provided for young people through service programs is the best way, perhaps the only way, to foster a sense of the common good that will keep our nation on track into the next century. I agree with him.

Eddie Williams, director of the Joint Center for Political Studies, makes a related observation. He argues that many of our most intractable domestic problems can be solved only through sustained civic efforts by each new generation of citizens. Preserving the quality of our environment, achieving higher productivity in the workplace, and creating one nation out of diverse ethnic groups are among the challenges we face. Williams believes that these problems can be solved only when a majority of young Americans have a gut awareness of their reality and make lifetime commitments to positive responses. They are not going to get this from the movies. Williams argues that community and national service programs will help each generation learn to make the efforts that will be required. I agree with him.

Finally, a point about young people of the underclass. This Subcommittee is well aware of their employment and citizenship problems. I have learned much about these young people from two advocates of community service, Frank Slobig and Judge Anthony Kline. Hundreds of thousands of young people presently grow up in America under abysmal living conditions. As adults they are lost souls and wasted human resources. Community service programs that are disciplined and mission-oriented can lift some of these young people, perhaps many, out of the prison of life in the underclass and give them a chance. I am not given to rescue fantasies. The Armed Forces have been doing this for years. The conservation corps programs are doing it on a small scale now. Experience in a service corps -- in an atmosphere of group productivity and civic tasks -- establishes new peer group norms and new connections to the wider society.

I do not believe that service programs should be primarily employment or welfare programs. The public mission should be dominant, as it is in the Marines and the Peace Corps. This is the only way that public funding can be sustained. It is the best way for young people to learn civic responsibility along with work skills. But service programs can help save young people in America from wasted lives. I hasten to point out that many suburban youths, although economically secure, lack purpose in their lives. They too will benefit from solid programs.

Mr. Chairman, I urge this Subcommittee to keep us moving forward.

Roger Landrum
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From YOUTH AND THE NEEDS OF THE NATION

THE COMMITTEE FOR THE STUDY OF
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Findings and Recommendations of the Committee

Until the spirit of service is restored among American citizens, the most pressing human problems of our society will not be solved. The full participation of youth in National Service could be a powerful force in meeting the needs of the nation and in strengthening the spirit of service. Today, little is asked of young people except that they be consumers of goods and services. A vast industry serves youth with schooling, entertainment, and goods of all kinds, but there are limited opportunities for the young themselves to produce goods and serve others.

Anyone who pays taxes or deals with bureaucracy or has been disappointed with government programs can think of arguments against the idea of universal National Service for young people: it wouldn't work well, it would cost too much, it would create a new bureaucracy, and it would inhibit individual liberty.

The Committee has considered these arguments and weighed the difficulties against the gains that could result from enlisting the energy and talent of young people in effective service to society. We have concluded that the nation's social, economic, educational, environmental, and military needs, including the need of young people to serve and be productive, and the need of our society to regain a sense of service, together make a compelling case for moving toward universal service for American youth.

The Committee calls for the country to move *toward* universal service by stages and by incentives but without compulsion. One early but not continuing member of the Committee—Stuart Symington—who has long favored universal military service, presented a strong argument for a mandatory National Service system. Only with a universal system, he thinks, would the gains be worth the cost; without compulsory military service he believes the armed forces will not be able to maintain the levels required for national security at a price the nation can afford. He was therefore unable to join in the Committee's recommendations, particularly number 11, calling for the development of a voluntary system while further consideration is given to the idea of making National Service mandatory.

A number of members of the Committee, including the co-chairmen, agree with Mr. Symington that mandatory service for all young people would make the maximum contribution to meeting the nation's military and non-military needs, and believe that it would be good for such service to become a regular and required part of growing up in America. But they do not think this will be politically feasible unless it becomes clear to the Congress and the country that the armed forces require the reinstitution of a draft—or until the large-scale voluntary service proposed in this report has proved itself and persuaded the American people to go all the way to universal service. Other Committee members oppose a mandatory system on grounds of administrative and political practicality, or constitutional and personal principle. Further points in this central argument about National Service are reported in the Committee's Findings and Recommendations below and in Roger Landrum's background study.

The following recommendations and the reasons that led to them (including that one important disagreement) are offered as a contribution to the national study and debate that this far-reaching idea requires.

1. All young people should be challenged to serve full-time for one or more years in meeting the needs of the nation and the world community.

2. A system for National Service should be established to provide opportunities so that at least a year of such service after leaving secondary or higher education can become a common expectation of young people. Year-by-year the system should find, encourage, and develop a variety of new opportunities for civilian service—in the home community, in national parks, in other parts of the country, and overseas—so that before long participation in either civilian or military National Service will be as generally accepted as going to high school.

3. In moving toward universal service, the system should aim to enlist at each stage a representative cross-section of American young people, drawing into work together men and women from all regions, races, and backgrounds. Though difficult to carry out, this functional integration of Americans should be an essential operating principle of the system.

4. National Service should be organized so as to enable young people to help meet the real economic, social, and educational needs of the nation in the most economical and effective ways. It should expand only to the extent the service of young people is effectively helping to meet those needs. The administrative structure should emphasize decentralization and result in the smallest feasible government bureaucracy with the strongest possible ties to the private and voluntary sectors of American society, including business, labor, charitable, and religious organizations.

5. All the present government programs of full-time civilian service, such as VISTA, the Peace Corps, and the Young Adult Conservation Corps, should be included among the options in the new system of National Service. Another option could be individual or small-team arrangements with private or public agencies in local communities on the pattern demonstrated by the ACTION project in Seattle. Private programs, such as those approved by Selective Service for alternative service by conscientious objectors during conscription, should also be included if they can offer at least a year of full-time service. In addition, the system should develop—or assist in the development of—new programs that make effective use of young men and women in essential areas of community and national need.

6. Each of the programs to be included should plan and administer the work of the young men and women in National Service so as to achieve a substantially increased contribution to meeting one or more of the nation's needs. Those responsible for schools, day-care centers, tutoring programs, programs for the elderly, hospitals, community health centers, institutions for the retarded and for the mentally ill, prisons and juvenile detention centers, neighborhood associations, city, county, and national agencies for conservation, renovation, and energy-saving, and efforts to deal with disasters of nature—and other service agencies—should be asked:

> What could you do better to meet your present goals if you had the full-time service of a substantial number of young people? What larger goals could you then set? Precisely how would you utilize the service of such young people? What training and supervision would be required?

The same invitation to the imagination should be put to business, labor, and religious groups who might be ready to organize and sponsor new programs of National Service.

7. National Service should *not* be seen as job-training or work programs for the unemployed but as a supplement to, or, for some young people, an alternative to such programs. Those in National Service should find the experience of serving under the supervision and discipline of private or government agencies a practical form of career exploration; in many cases the training and work of National Service could be viewed as internships and apprenticeships. Notwithstanding the differences of approach and purpose between National Service and the Comprehensive Employment and Training Act (including the Youth Employment and Demonstration Projects), there should be careful coordination. In some cases, young people in job-training programs might move thereafter into one or two years of National Service; in other cases, young people completing National Service might benefit by one of these training or job-placement programs.

8. The terms of National Service should reflect the fact that *service* is being rendered. Following the precedents of the Peace Corps and VISTA, the general rule during service should be a reasonable living allowance. Though these modest cash stipends would be important to young people seeking not to be dependent on their families, especially those who are poor, for more affluent youth the amount will seem like very little and part of the challenge will be learning to live on less. Citizens, in turn, would be gaining new services at low cost.

9. One of the incentives for participants should be appropriate post-service educational and employment benefits along the lines of the G.I. Bill of Rights and the Peace Corps readjustment allowance, apportioned according to the length of service. Not all such benefits need to be provided by the government. In making hiring decisions, the private business sector as well as government at all levels should consider giving appropriate weight to an applicant's National Service. Colleges and universities should give such service weight in admissions decisions at both the undergraduate and graduate levels. In these ways, society could place value on the experience and reinforce the concept of service as an obligation of citizenship.

10. While engaged in National Service, the participants should be encouraged to continue their education. In addition to the learning-by-doing of apprenticeship, once the main form of American education, they might take a variety of available extension courses or attend night school, as further preparation for a career and for more general education. The staff of the National Service system should seek to initiate and assist a variety of educational activities among participants: English-speaking and Spanish-speaking young people could learn to tutor each other in oral language skills; college-trained participants could tutor high school dropouts in basic skills or subjects they lack; the central literature of the American tradition could be read and discussed.

11. The nation should seek effective ways to provide the opportunities for service from all its citizens, and should ask the young to participate at some point after age 16, but it is not necessary now to decide whether the nation should require such service. During the gradual development of a voluntary system, the idea of mandatory service can be carefully considered. If it should be determined that the needs of national defense call for the restoration of the military draft, at that point the case for mandatory universal service, including non-military options, would be very strong.

12. Military enlistment should be recognized as a form of National Service, and service should be re-emphasized as the central mission of the military. A growing expectation of service should improve the climate for all volunteering, and thus aid the armed forces in attracting young people without having to offer ever-higher compensation and benefits.

13. To assist young people in choosing the best form of National Service, service councils should be established in each community, composed of citizens with experience in voluntary service, education, business, labor, and religious organizations. Members would be appointed nationally and serve without pay. The councils might well be located in underutilized facilities in local high schools. They would provide information and counseling on the various opportunities for service. The history of local boards in the Selective Service System and the experience of the new community Education and Work Councils should be reviewed in determining the procedures for selection and operation of local service councils.

14. After age 16 and before leaving high school, all young people should be urged to visit a local service council, and the councils should hold open meetings in schools. In addition to giving up-to-date information on National Service opportunities, the councils should be well-informed about job-training and public service jobs available through other federal programs, and about opportunities in the armed forces.

15. Establishing the National Service system as a public corporation, chartered and funded by Congress but drawing its leadership largely from the private sector of American society, seems to us the most promising course. Innovative structures in both the private and public sectors should be examined, including the American Red Cross, the Corporation for Public Broadcasting, the Tennessee Valley Authority, the Atomic Energy Commission, the Peace Corps, and the administration of the educational benefits of the G.I. Bill of Rights. The National Service system should be empowered to set overall guidelines and criteria for funding and monitoring the various programs in which young people may serve; to initiate and administer some programs directly itself; and to establish a network of local service councils for information and counseling. Its charter must give it appropriate flexibility.

16. The system of full-time National Service for youth should be connected in all appropriate ways to the voluntary service of older citizens and of students who are in secondary schools or colleges so that the spirit of service, whether full-time or part-time, paid or unpaid, is strengthened throughout all parts of American life and among all ages.

Mr. **Martinez**. Several things come to mind as I listen to your testimony. The idea of a national service being something other than service in the armed forces is an intriguing one, because at least from my perspective I can say that as in growing up it was ingrained in us that really the only service we provided that was patriotic was that in the armed services and certainly as I grew older and I become a member of a service club, I became aware that the greatest services you can provide are really for your community, those services that promote good will among people and provide a better standard of living for people that are less fortunate.

Recently we have heard about the yuppies beginning to not like that definition of themselves because with it describes a people who are only concerned about their upward mobility and their own financial and material gain. I think maybe they're beginning to get a sense that there is something more to their lives than their upward mobility. This might be an appropriate time to put forth these ideas of community service and local service and publicize them as programs which emphasize our responsibility for our brother and our neighbor.

I read a while back a passage about 500 years before the birth of Christ, Confucius had said one day this would be a great society. Then there was one where people cared about other people and not just themselves. We find the elderly and the seniors will be taken care of in their twilight years, that they should know security after they had done their share for the society in which they lived.

Children would be educated to the fullest extent that they could and that they would be all participants of society and that society would belong to everyone. I think one of the greatest societies is one which works toward providing social services to the entire community.

I'm particularly interested in your feeling, Mr. Phillips, because I had always felt that it would take another great tragedy like the Depression to bring people back to basic values that would make them more aware of their responsibilities to their neighbor and their friends. It seems like we really don't need that kind of tragedy to bring that about, it seems like you're of the impression that certain kinds of public relations work will make people aware. Would you like to expound on your feeling about bringing people back to a certain sense of values?

Mr. **Phillips**. Well, I share some of the other panelists' feelings that there is a widespread feeling among adults in this country that there is a need for that kind of an experience. I think a lot of people relate in the sense of their military experience and to make a transfer, military service during a period of time the country was threatened or whatever and think of that as national service, but I think they transfer that to any other kind of service, just like the conscientious objector who didn't actually fight but drove ambulances or whatever.

I find that when I discuss this, and I've had an interest in this for a long time, there are people who are against the idea. They all intellectually agree with you. One of the objections people sometimes raise is that the young people don't want and they have been particularly against the draft but against any kind of service and I was interested—in fact one thing I brought along which I've just gotten my hands on, I'm assuming you have it but I think it does bear on your study and that is that Gallup conducted a youth survey on teens' attitudes toward national youth service about a year ago and released it and a majority, 62 percent, of teenagers favored national service and it's interesting over half favored it for women as well as for men, there was no difference between military service and nonmilitary service. They felt both appropriate. I think that talks again to this idea if there's action. Absolutely indemnic in this idea is that military service is one kind of service and that I don't know whether you're comprehensive or whether you're mandatory, but essentially it should be pervasive in the society because I think the conclusion I would reach, the people who need it the most are the least likely to sign up. We have to reach out and get as many people involved as possible and I don't know, you can conduct a survey about the adult attitudes very easily and I'm sure Gallup or one of those firms would be glad to do that for you.

Mr. MARTINEZ. Have you submitted that for the record?

Mr. PHILLIPS. No, I can give it to you.

Mr. MARTINEZ. Would you please.

Mr. PHILLIPS. I just called it Gallup, I've heard about it. They've just sent it to me. I didn't get time to put it in my notes.

Mr. MARTINEZ. Thank you very much. Mr. Eberly, you talked about the Commission in the sense that the Congress would be more willing to pay for an actual program than another commission and then you did say that the Commission would serve a worthwhile need. I got the impression or at least I drew the conclusion that maybe your sense of a commission would be one that may provoke an implementation of programs rather than just to study. Was that a fair evaluation?

Mr. EBERLY. Yes, indeed. I've spent an awful lot of time studying it. I think I'll probably come up with something very close to the Panetta bill but rather to assess the programs that are going on today and attempt to make some judgments about those features of the various programs that they think best apply, there is a sort of a beginning network of communication among the various service programs going on today but there really isn't that much further that we can go. We're just studying it but by raising the level of discussion well beyond where it is today, which is the kind of thing that a Presidential Congressional Commission can do, but I draw your attention to the current programs and what's going to stimulate new ones.

Mr. MARTINEZ. I think the success of those programs have merited their implementation and we really need a commission that's going to take the best of all of those. A program which will provide opportunities for people to implement conservation and service corps throughout the country.

Mr. EBERLY. I think Mr. Phillips would be more of an expert on that than myself. It's a good idea if we could translate it into national events, other than go from a circle around somebody's hips to attempting to accomplish something overnight, it seems this is the same way, and national service is in that category because Mr. Phillips cited a recent Gallup poll, he also took one involuntarily national youth service about 5 or 6 years ago and while young people favored it by 5½ to 1, it was one of the highest percentages he ever had.

Mr. **Martinez.** I was watching television just the other night and it was showing two young kids, teenage kids, jumping around following one thought or another about going to the movies and then they ended up at Wendy's buying a meal for the $2.50 that they had. I thought to myself in watching that, kids these days don't act like that any more. They did when I was a kid, they don't act like that any more. You mentioned in your testimony that they've physically and sexually matured a lot faster than we did when we were young people, however their sense of social responsibilities has not matured. Do you think that the national service programs might help close that gap?

Mr. **Eberly.** Absolutely, yes, because as James Coleman more than anyone else has pointed out in the past 100 years, from learning based on experience, from learning based on passivity 100 years ago only about 5 or 10 percent of the eligible young people were in high school and they attended school for 90 days a year rather than 180 and since that time we've had the child labor laws protecting all factories, we've had mandatory education from about 5 to 16 or 17, we have television, so they're sitting on their can most of the time in front of TV or in cars or one thing or another. Now they are simply not getting the learning experience like the New York City Program here is commendable on having a required education on which most of the young people were doing a GED or adult basic education. One of the requirements that's possible that I hope to be working on and can be brought out from some other programs that exist is the learning potential of the service experience itself. If somebody had decided to read those levels around the city or around the hospital someplace where it ought to be quiet, he or she is going to do it with an odiometer and that is a bakeoff of certain components and the next step is to say "well how does this work." We visited a day care center here yesterday, the City Volunteer Corps, they were looking at 1-, 2-, 3-, 4-year-olds. So there is a wonderful opportunity where you've got the examples right there and where these people going to be parents themselves in a few years if they aren't already, to learn about the stages of growth of 1, 2, 3, 4, and the kinds of things that are appropriate for them and the kinds of things to expect.

Mr. **Martinez.** That's one of the things that I see about those kinds of experiences, they're so broad and can open up doors to people. In the neighborhood I grew up in there were very limited experiences that we had that might indicate to us what we could hope to do as a profession or career.

Mr. Moskos, Professor, you mentioned the number 7,500. Do you have any indication in terms of percentages or numbers, how many young people would want to participate in this?

Mr. **Moskos.** There are several issues that your question raises, Mr. Chairman, one is that if a young person today wants to serve at the Federal level in some civilian form of national service, it's very, very difficult. Peace Corps takes one out of six I think. This for practical purposes no longer exists as a youth program, so a person cannot join and the State and local programs are scattered, many areas in the communities don't have them and even when they do exist they tend to have a relatively small scale and even low visibility, so it doesn't exist, we don't know how many—as I also wanted to stress I don't consider military service at $15,000 a year for a private doing national service in the old sense of the citizen soldier, so there isn't any option really at the national level and not too really at the local level; $7,500 is about where we are.

Now if you did include, however, the programs like the American Conservation Corps, of course the House and Senate passed last time and the President vetoed it, expansion of any kind of conservation corps with cost sharing and diffuse responsibilities, the State did part of it and the Feds did something else, YCC, YACC. You could easily talk, and this is a good one because it's a clear-cut need, this is a nice concept, it's clear-cut rather than diffuse. You can probably get more support; 200,000 to 300,000 in a Conservation Corps is minimal I would say. The new Ford report is carrying off some of the work that Don Eberly had done much earlier has identified over 1½ to 3 million jobs that need to be done but your question is more profound, what do kids do if jobs exist and we put aside the cost, the initial cost.

I would argue that in a condition which we created a citizen soldier concept, there's 300,000 to 400,000 right there, in which you had a Conservation Corps, let's say 300,000 which is a small number and that wouldn't be much more than the old harder Johnson-Nixon programs were, you're up to 600,000 already and the new field, which is the human services field, whether you call it teacher corps, elderly corps, or what have you, minimally 300,000 to 400,000 there around the country is very, very feasible in terms of volunteers and as long as you're not paying kids not to volunteer which is what I was trying to stress in my testimony, when you give the money to go to college. We're paying them not to volunteer, we program it the other way but if you add up those broad figures, 300,000 military, 300,000 conservation, 400,000 human services which are all under statement type numbers, you're talking a million youths. Those are feasible, reachable kinds of targets. A million youths—it also has a nice sound to it too, it's like 1 million is some kind of a magic number. Of course it's about one-third of the cohort but that is plenty and of course even though it will still be voluntary, being such a large fraction of the youth population, the idea of citizen service I think then would become widely expected.

I think on what Don and Roger and perhaps what Mr. Phillips has said as well is I think we kind of agree we don't want the schools really to do this. This should be something different. The schools have a different task and maybe too many hangups and maybe some bad odor to it. I think the most impressive thing from yesterday with the CVC, we met children who by other standards would be considered dead end kids who have somehow boot strapped them up to this Citizenship Program and whose lives have changed in a great form of maturity. That's the kind of thing you want to have but at the same time you need a cross section of kids so that these things don't become stigmatized, that's the importance of getting a large number.

One of the virtues of the military draft, leaving aside any other question is that it mixes them up, therefore you have a draft, you didn't have the military being stereotyped as a dead end kids only route and that's one of the things, you don't have to have a draft necessarily to do that but unless you get a mix, it's very easy to go into that kind of labeling. If you do get labeling, then I don't think you're going to get a million youths, Mr. Chairman. Any such program has to be characterized. These are not wards, these are not clients, these are not dead end kids but these are all youth coming from different sectors of American society to be sure but nevertheless we all share in common a citizenship goal. That's how you get that number.

Mr. Martinez. Yes; I think you see a little bit of that labeling in Job Corps, don't you, these are last resorts.

Professor Moskos. Yes.

Mr. Martinez. Mr. Panetta.

Mr. Panetta. Thank you, Mr. Chairman. We're kind of preaching to the converted here, maybe what I need to do is to be a devil's advocate because I've been dealing with this issue for so long that I know what the key arguments are that you run into when you have to deal with it and let me just throw it at the panel what I think are two of the principal arguments that will be used against any kind of bill along these lines. One is that this is essentially a precursor to reinstituting the draft in this country, that while it's called the voluntary system that by virtue of the term along national service, it basically is a stepping stone toward reimposing the draft and requiring mandatory service in either the military or some component thereof and that is not in the tradition of the United States. It may be a tradition of Germany, it may be in the tradition of other countries, but it's not in the tradition of the United States and therefore there's a danger here in implementing any kind of national service system that you are in effect taking a step toward some kind of national mandatory service system which is not the direction the country wants to go in.

The second point and probably the one that's more important right now is to take the President's own words when he vetoed the Conservation Corps bill which was basically that these are discredited programs, that they don't really serve the interests of the country, that students or young people are served perhaps more by reducing Federal spending rather than increasing Federal spending and that these are programs that basically can be picked up through voluntary efforts at the local level and that the Federal Government really ought not to get into the business of supporting these kinds of programs to begin with. We've had bad experience with them in the past, we therefore ought not to implement a new program that would ultimately create a new bureaucracy in Washington which isn't going to help anybody.

I think I've pretty well expressed the criticisms that I think we've run into with these programs and I think it's important for us to address those issues because I think that's where the heat is coming from.

Professor Moskos. I'll take the first question, Mr. Panetta, and the first one only, the stepping stone to the draft is of course a serious issue. I mentioned while you were out of the room I felt the political realities of why your bill in force didn't pass was that it was viewed as a stepping stone to the draft and that's what unfortunately prevented its passage.

Mr. PANETTA. That's right. Unfortunately—I'm sorry to interrupt you but I remember the worst thing that happened was Paul Simon went to the floor when we were debating the commission idea and he said "you know, I just want to be straight with you, I mean I know this is a commission to study voluntary service but I really believe in mandatory service" and all hell broke loose when he said that because he basically was saying "I think we ought to have mandatory service for everybody between a certain age" and all of sudden the whole tone of the debate switched and it was directed at the draft issue.

Mr. MARTINEZ. I'm glad you said that because I would have said the same thing.

Mr. PANETTA. That's right.

Professor MOSKOS. I think on the stepping stone for the draft, first of all civilian service I think has to be proposed and although I always believed that citizenship is of the same cloth but the arguments for civilian service have to be presented on their own terms and I think more fundamentally the only kind of real comfort to that argument is by saying where one stands on the draft question, and there may be a disagreement of views right in this room on that, but youth should at least be minimally allowed to serve their country if they so desire. Who can be against this, by not having a national service comprehensive program, as I said people can't even serve now if they want to serve, so that's one thing, I think honestly if kids want to serve their country this means the draft is the next door, which leads to the second point and that is only by creating a kind of general climate of civic duty of a widely shared voluntary youth participation, both civilian and military service, do I think you're going to actually retard the chances of a draft. If we go to a draft it's not going to be because of civilian service is around the corner, it's going to be because they can't recruit enough kids in a marketplace basis, that's how the draft will come back, nothing at all to do with civilian service. The hub of the issue here is how to see that military is forced to have enough people coming in and if the marketplace is going to fail, then we're going to go back to a draft, it's got nothing to do with civilian service. As a matter of fact encouraging a system of voluntary citizenship performance, including as I said targeting student aid to those who serve their country rather than those who don't, I think you're actually going to serve the military rather than hinder it, so really the argument I think can be turned around.

Mr. LANDRUM. I think the monkey is off our back on the draft issue because of the State and local initiatives, as long as those of us who live in Washington are advocating the theory of national service, a comprehensive program, even in my case coming out of the Peace Corps, people just didn't believe that at face value. They thought I was secretly advocating return to the draft but I think that has changed greatly now. If you go visit the California programs or the New York Program that's not the question that occurs to you, I mean you can see programs which are not leaning toward the draft, they're leaning in some other direction.

On your second question about the discredited idea, that's a tough issue because it fits the Reagan revolution kind of idea. My own view on that is the only way to defeat that argument is by building these mission oriented successful service organizations. I think when people begin to see young people in their State and community doing conservation work that no one else could or would do, if they begin to see them keeping the elderly out of the institutions, et cetera, you have a set of missions that are manifestly served by young people at local levels, that argument fades away, they're not discredited because they're doing something which people can see that works, that's why I think the public mandate for doing large scale service is going to come about and I think the discreditation argument then is going to be turned on its head, it's not going to be believable.

Mr. **Eberly**. Mr. Chairman, my approach is somewhat different because I point out that we already have a mandatory youth program and the name of it is youth unemployment. If President Reagan had been successful in his 1980 proclamations about what he was going to do for the economy including the employment element, we would probably be in a draft posture today because youth unemployment would be so low and jobs in the private sector would be so attractive that in order to maintain a 2.1 million member active duty armed force it would be necessary to resort to that, so I point out that we already have a mandatory youth program.

The second thing is that in my own value system it's relatively trivial whether or not we have a draft compared to I don't know if you call it national service, but something along those lines, something which the society undertakes a social contract with its young people which asks them to be better future citizens of that society by learning about the needs of the society on the frontiers of human and social and environmental needs.

Mr. **Phillips**. I guess I would without repeating what has already been said, merely point out that I think the bill as proposed as I said before very much by itself stops not only far short of anything that could resemble the draft but beyond that fits the whole change in the society of this country in which more and more local citizens are really looking more to their local communities regional interest and looking less and less to Washington for solutions which is what our President got elected on and this really fits the new demographic and segregraphic attitudes of people and I think it therefore fits the desires of the people, in theory that's what Congress passes laws for.

With respect to the spending cut allegation, it seems to me that while volunteerism is certainly part of the national ethic and everyone should help as much as possible, the new tax bill along with reduced expenditures in social area is like taking a pair of scissors and at some point it's got to give and it seems to me this is a good way to provide some service.

Mr. **Panetta**. Thank you.

Mr. **Martinez**. Thank you, Mr. Panetta. Thank you all. This has been like I say as far as I'm concerned one of the best hearings I've ever chaired in providing me with insights and information to use in my arguments in favor of both Leon's bill and Mr. Torricelli's bill. We appreciate your being here and we thank you again for coming, especially in this extreme weather.

Thank you. We're adjourned.

[Whereupon, at 1:30 p.m., the hearing was closed.]

[Material submitted for inclusion in the record follows:]

STATE OF WASHINGTON
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BOOTH GARDNER
GOVERNOR

SEP 30 1985

September 26, 1985

The Honorable Mathew Martinez, Chairman
Subcommittee on Employment Opportunities
House Annex #1, Room 518
Washington, D.C. 20515

Dear Representative Martinez:

One of the more challenging opportunities we face in the 1980s is the encouragement of our young people to utilize their energy and enthusiasm to help address some of our demanding human service issues. As leaders it is incumbent upon us to develop the mechanism to harness the good intentions of our young adults in progressive ways which will help people in need. I believe we should point the way to instill a community service ethic among all our young people so they can select a means to help others as they help themselves.

I know from personal experiences that in spite of the perceived need for instant gratification which some believe is common to all young adults in America, over 425,000 hours of voluntary community service was performed by members of our Washington Service Corps. The 553 young adults who participated in the first two years of our program could have taken, if qualified, a job which paid the minimum wage and received more from a monetary standpoint than they earned in the Washington Service Corps. But instead, their assistance helped in the following ways:

- Opened a domestic violence crisis line to residents of a rural area;
- Provided chore service care to elderly homebound citizens to permit them to stay in their own homes rather than be placed in state supported nursing homes;
- Assisted small police and fire departments to computerize records so they can provide quicker responses to people who need help;
- Permitted Chambers of Commerce to open for the first time tourist information centers which encouraged visitors to see smaller towns in many areas along the Washington Coast; and
- Increased food distribution services to elderly residents on Indian Reservations.

It should be noted that these activities were carried out by young adults, 80 percent of whom had a high school education or less. In addition, one-third of the program participants were minority group members. At the conclusion of the first biennium of operation over 43 percent of our program participants were placed in jobs as a result of their experience. I believe young adults will step up to these opportunities to provide community service if only we offer the leadership and vision to permit them to more fully participate in improving society.

I applaud the efforts of Representative Panetta in taking the initiative to introduce legislation to help states and localities begin or expand their community service programs. Our staff offered suggestions on his bill last year which he so graciously accepted.

I also believe we should examine the issues involved in voluntary and mandatory national service which are outlined in the Hart-Torricelli bill. If mandatory national service is enacted, it is incumbent upon all of us to ensure that service offerings are worthwhile and appropriately address needs important to a community or neighborhood.

The state of Washington gives its support to these national efforts which would permit young people throughout the country to participate in this program. We are totally committed to work with you to help see this legislation passed and signed into law.

Sincerely,

Booth Gardner

Booth Gardner
Governor

BEST COPY AVAILABLE

STATEMENT OF DR. LORRAINE E. HALE, EXECUTIVE DIRECTOR, HALE HOUSE CENTER, INC.

First, I would like to thank Representative Martinez and Carl Weissbrod of the New York City Volunteer Corps for inviting me to appear before this subcommittee on Employment Opportunities.

When our application for a CVC team was accepted and approved, we had a twofold reaction. First, was a sense of relief -- over the availability of a few more pairs of hands at no cost to an agency that is in great need of volunteers. Secondly, we felt apprehensive. Who and how will a group of teens work -- changing diapers, feeding babies and acting as surrogate parents for three months?

At this point, it is my pleasure to share with you the knowledge that we are into our second CVC team. The first team's adjustment was rough at times. Ours is a very structured environment, which demands high levels of energy and constant, close contact with infants. We found that the young children did tend to sap the strength of even the most exuberant team members. But the joys and rewards of the CV's team at Hale House far outweighed the initial adjustment difficulties.

Some of the rewards were:

> Hale House is a female dominated and populated establishment. This was the first time that we have been able to have a group of male role models for the children.

> Located in Harlem, and in an area that is designated a high crime district, the presence of the young men and constant police surveillance contributed to our sense of security.
>
> CVC gave us healthy, able-bodied, well-supervised, trained enthusiastic and dependable volunteer workers.

It is my sincere hope that the relationship was reciprocal. I hope that we were able to give the CVC team a new perspective on an idea that appears to be so romantic and easily obtainable for today's young woman -- "sitting at home with the baby." I hope that the men and women of the team learned that having a baby is quite different than raising and caring for a baby everyday, every hour of the day.

I hope that this team and the succeeding teams will be able to use this experience to see, firsthand, the influence of substance abuse on the next generation. I hope that the Hale House experience gave the CV's a course in proper nutrition, help with developing good work habits and a reason for joining us in the fight against substance abuse. Finally, it did give them an opportunity to participate in an environment where childcare occurs without verbal or physical abuse of any kind, not even the harmless swat on the rear.

Hale House has truly appreciated the help of the CVC this summer. We fully expect to continue receiving new teams for as long as it is possible.

The second portion of my remarks is concerned with the issues relating to H. R. 1326 bill to enact a Commission on National Service, sponsored by Mr. Torricelli and Mr. Panetta, and H.R. 888, the Voluntary National Youth Service Act, sponsored by representatives, Panetta, Jefford, Martinez and Beilerson. Due to a lack of opportunity to do in depth research on these two bills, all I have are questions:

> Is the National Youth Service Act a way to subtly slide in the sub-minimum wage proposal?
>
> What is the purpose of a peace time draft?
>
> President Reagan has called this a make-work program. A poor substitute for developing meaningful employment to help boost the economy.
>
> To continue, the President lead, does this bill answer a real need? If it does answer a real need, why isn't government doing something about this real need? What happens if the bill is not passed? Does this mean that the need is no longer real?
>
> Why is the act aimed at youth? Why not include the underemployed, unemployed and the handicapped? Is the goal to keep youth out of active competition in the job market?

Last but not least, is the $3 million price tag needed to fund the activities of the commission?

The problem in my immediate areas are high rates of high school dropouts, teens and young adults who can't read and have no motivation or encouragement to go out and earn a living according to conventional standards, increasing rates of unwed teenage pregnancies, inadequate housing, inadequate educational opportunities, decreasing health services (three hospitals have closed within the past 10 years), increasing crime rates, especially in the area of substance abuse, younger children who have begun abusing drugs, increasing rates of child physical and sexual abuse.

In the nutshell, from my limited vision, the needs for Central Harlem are: employment, education and real progress to stop drug traffic.

The question is not will a peacetime draft help, I am sure it has its merits. The question is not, is there a need for a youth voluntary service act, because there are many young people and small agencies who can be mutually benefited. The questions are:
Who will benefit?
What communities will be bettered by these activities?
Which level of the economic-social strata will receive the rewards?
Will these efforts make a substantial impact on the problems that effect urban youth and urban communities?

I would like to take this opportunity to offer the subcommittee my full cooperation as you and the Commissioner continue in your efforts.

Thank you.

PREPARED STATEMENT OF TOBY MOFFETT, FORMER MEMBER OF THE U.S. HOUSE OF REPRESENTATIVES

Mr. Chairman and members of the Subcommittee, it is indeed a great pleasure to be invited to testify before you today. Having been in your position and knowing something about the hard work by members and staff that goes into preparing for hearings such as this, I am particularly impressed that you are taking the time to come here to New York City to focus on critical problems involving youth employment, youth training and youth services.

I appear today not only as a former Member of the House of Representatives but as one who had the opportunity during the 1960's to head an office called the Federal Office of Students and Youth. In that role, my staff and I explored countless approaches to training and employing young people, as well as to providing opportunities for meaningful community service. Shortly after the riots in many urban areas, we utilized the significant leadership skills of street gang leaders to develop storefront schools and remedial education and training programs in the inner cities.

In the early 1970's, I served as a staff member for then Senator Walter F. Mondale of Minnesota when he chaired the Senate Subcommittee on Children and Youth. In that role, I conducted investigations into a variety of youth-directed federal programs and helped develop opposition to the weakening of VISTA and the Peace Corps.

During my eight years in the U.S. Congress, I worked on developing a number of proposals not unlike those you are considering today. I have always been for national youth service. I favor a national plan that would give 18 year olds the option of either military or civilian service.

I won't spend a great deal of time today discussing the details of what I believe a national youth service program should include. Let me simply say that, if developed correctly and phased in over a period of time, I am certain that such a program would make major contributions on a number of fronts. It would fight youth unemployment by providing training and service opportunities for young people. It would link up with education efforts to make learning more meaningful. It would provide a wide variety of important services for the nation, and help address a diverse range of currently unmet needs. It would also provide young people with a better sense of the real world and an appreciation of the value of hard work and service to one's community and country.

But the truth is that we are not, at this point, ready to implement a national youth service program. We simply do not know enough about how to put such a program together and how to run it efficiently and effectively to make the expenditures it would require worthwhile. H.R. 1326, The Select Commission on National Service Opportunities Act of 1985, would create a commission to gather and digest the information we need, but we also need pilot programs to provide the actual real world experience necessary both to show that a nationwide youth service program is possible and to guide the development and running of such a program.

That is precisely the reason that I, John Seiberling and others put together legislation several years ago to create an American Conservation Corps--legislation that was ultimately passed by the Congress but vetoed by President Reagan. We felt that the Conservation Corps could build upon existing programs already in existence across the country to provide an important testing ground for a much more comprehensive national youth service later on.

Unfortunately, because of President Reagan's insensitive veto, we do not even have that experiment underway. But that brings me to the core of what I would like to address today: the second bill before you that would provide matching funds to state and local units of government for the operation of youth services programs, H.R. 888. If this bill simply fortified youth service efforts currently underway in many states and cities and helped to spark similar efforts in other states, it would be well worth the money spent on it. And, by promoting such state and local youth service efforts, it will help to provide the information and experience necessary for properly evaluating the national youth service possibility.

The core problem that this bill would attack is, of course, youth unemployment. I am sure that the members of this Subcommittee are familiar with the national figures for youth unemployment and the even higher figures for minority youth unemployment. As someone from Connecticut and familiar with its problems and characteristics, let me use statistics from my state to further illustrate the severity and depth of this problem.

Although Connecticut is ranked as the second most wealthy state (according to per capita income averages) and is routinely perceived as an affluent state with few serious problems, it also has the 4th and 7th poorest cities in the country: Hartford and New Haven, respectively. Not surprisingly, youth unemployment and minority youth unemployment is a core section of these cities' poverty--and is a problem throughout much of the state.

Using 1980 Census figures, we see that Connecticut had an unemployment rate of only 4.7%--a full percentage point lower than the current unemployment rate. At the same time, unemployment in the 17 to 24 age group (the group targetted by H.R. 888) was 7.6%, representing over 23 thousand youths wanting work who were unable to find it. The unemployment rate for 16 to 19 year olds was even higher, at 11.0%; and the unemployment rate for black youths between the ages of 16 and 19 was 26.9%. Those numbers are inexcusable, and indicate that much more must be done in Connecticut to fight youth unemployment.

But these are all statewide figures, the picture in the cities was much worse. In Hartford, youths 16 to 19 suffered under a 32.7% unemployment rate. The rate for black youths was 41.7%. In New Haven, the unemployment rate for 16 to 19 year olds was 44.4%, with black youths suffering under an unbelievable 62.6% jobless rate.

And all of these figures are from a year when Connecticut enjoyed the remarkably low statewide unemployment rate of 4.7%. Today, with Connecticut's overall rate at 5.7%, the situation for youths--white, black or spanish; from the cities or from the towns--must be even more discouraging and even hopeless.

To be young, poor, uneducated and untrained with dim prospects and little hope for the future is just as bad in a wealthy state like Connecticut as it is in Mississippi. If you're not getting help, if you're not finding opportunities, what does it matter if Darien or or New Canaan is right down the road. Because of the contrasts, Connecticut's experience strikingly shows the severity and intransigence of the youth unemployment problem in the United States.

Unfortunately, because of Connecticut's "wealthy state" stereotype, its current budget surpluses and its better-than-average economic statistics, the shameful problem of youth unemployment--and its tremendous cost to the state and its children--is swept out of view and ignored.

And the problem of youth unemployment is far more complex and destructive than the rather abstract youth unemployment figures indicate. Youth unemployment reflects high drop-out rates--and a lack of education and training that will plague these people for the rest of their lives. 12.7 percent of Hartford public school students dropped out last year, and that percentage does not include the number of youths who simply did not return to school when the school year began. Statewide, Connecticut ranks 37th in the nation in its ability to keep students in school all the way through to graduation. Clearly, the problem of youth unemployment and youth education and training are inexorably intertwined.

And with youth unemployment comes youth alcoholism, crime and drug abuse. 5.7% of high school seniors in Connecticut are estimated to use alcohol daily, and the figures are much higher for unemployed graduates and drop-outs. While 16 to 24 year olds make up only about 16% of Connecticut's total population, they make up over 39% of the state's prison population [and 40% of these imprisoned teenagers have less than a ninth grade education]. In 1981, one out of every five people arrested for narcotics-related offenses was under 19 years of age.

These figures only give some indication of the frustration and hopelessness felt by many Connecticut youth--a frustration and hopelessness caused largely by bleak prospects for the future. The best solution for this problem is to provide jobs, and the education and training necessary to get satisfying work in the future. Even better, jobs should be created that would make these youths be and feel like important, contributing members of their communities and our society. H.R. 888, the bill being considered by this Subcommittee would be a powerful tool with which to create these jobs and attack youth unemployment and its many related problems and costs.

Before going on to describe how Connecticut could use the bills matching funds, let me say a little about the cost-effectiveness of these investments--both for the federal government and the states. By providing community service employment for youths, this bill would both reduce youth unemployment and start a lot of work toward addressing a wide variety of important social needs that are currently not being met. But the economic benefits from increased youth services is far larger than the amount of work done for the amount of funds spent.

Welfare benefit and unemployment compensation payments for unemployed youths would be reduced as more and more youths would be taken off the welfare and unemployment rolls. As youth employment increased, youth crime, drug abuse and alcoholism--and the tremendous costs associated with them--would decrease. Not insignificantly, the wages earned by these otherwise unemployed youths would produce further savings in the form of increased tax revenues.

There is no reason that increased investments in youth service efforts should not produce the same kind of savings as the federal Job Corps has produced. According to a recent study, by finding jobs for unemployed youths, the Job Corps has realized a return of over $1.38 for every dollar spent to fund it. This study only considered savings from getting the unemployed off the welfare rolls and turning them into taxpayers, and keeping the unemployed out of jail or prison. It did not include the additional savings from reduced medical costs, fewer crime victims, the benefit of the work done, and various other indirect, but real, benefits. Nor did the study consider the substantial benefit to society and the individual by making these otherwise unemployed persons a part of society that would more likely contribute to society in future years than only take from it.

The kinds of work done by the youth services efforts that H.R. 888 should spark could create even more savings. For example, putting youths to work weatherizing poor people's homes would reduce their fuel bills--and lessen the need for government fuel assistance payments. Youth service jobs providing affordable and reliable day care could allow single heads of households to rejoin the workforce--thereby getting off welfare and becoming taxpaying workers. Youth service assistance at elderly housing projects could eliminate or postpone the need for some elderly to move into (more costly) nursing homes. From what I understand, such savings have already been realized because of an elderly housing project of New York City's Volunteer Corps. Youth services projects could realize savings in countless other ways. Our creativity and resolve is our only limit.

Fighting youth unemployment--especially through placements in community service type jobs--is one of the most cost-effective investments in the future that federal, state and local governments can make. By providing matching federal funds, H.R. 888 should spur more state and local governments into making these valuable investments. Again, Connecticut serves as a good example.

While Connecticut does have some youth employment programs, its efforts need to be more focused, coordinated and significantly expanded. For example, the State has a cooperative work education program in which juniors and seniors are placed in private sector jobs during half of their school days in order to get specific skill training and work experience. This program could be greatly expanded and made to include community service type placements, as well.

Connecticut also has a Conservation Corps; but it provides jobs for only 9 crews of eight, or 63 youths and 9 crew leaders. The Conservation Corps is also buried as part of the Department of Environmental Protection's Planning and Development Office, and doesn't even have its own listed phone number. The Corps should be expanded--both to include more youths and to do more than just conservation work on state properties--whether or not the matching funds bill passes. Unfortunately, the matching funds might be necessary to get the state to move forward.

The matching funds could also supplement or add to a variety of local and private youth employment efforts currently underway in Connecticut. The Private Industry Councils for the New Haven and Hartford areas have put together programs that, in coordination with local boards of education, provide job search training, place non-college bound high school graduates in private sector jobs, link summer jobs and after-school jobs with education and training received in specific school courses, and provide a special program of training followed by job placement for drop-outs. The Hartford P.I.C. began a special remedial education program this summer, again in coordination with local boards of education, that provided half a day of remedial education and half a day in a job placement for specially targetted students and drop-outs. Some participants advanced two to three grade levels during the summer's remedial education--as well as developed good work habits while they gained work experience.

Another program at New Haven's Polly T. McCabe Center (a special school for young-mother or pregnant high school students), done in cooperation with Connecticut's South Central Community College, provided day care and data processing trainging and job placements. At a cost of about $12,000, 22 young mothers graduated and either got jobs or went on for further education or training.

These efforts, and the many youth services programs in cities and states throughout the country, give a good indication of what Connecticut could accomplish if the state would make youth employment a higher priority or were spurred into action by the lure of H.R. 888's matching federal funds. These existing programs and efforts also show the important connection between education and training in constructively attacking the youth unemployment problem.

Connecticut could not only expand its current efforts, and set up systems for assisting the various private efforts, but could follow or improve on the examples of Washington State's, Texas's, Wisconsin's and Pennsylvania's conservation or service corps. Perhaps by using New York City's Volunteer Corps as a model, Connecticut could create an independently funded volunteer corps clearinghouse that could match thousands of unemployed youths with jobs in state or local government agencies, non-profit organizations and community groups.

New York City's volunteer corps shows us that the goal of further education can be promoted by paying program participants in part with educational vouchers to be put toward further education. The Washington State Service Corps and others show us that corps' work can be targetted specifically at unmet needs--both to give participants a special sense of importance and to maximize social benefits, and to make sure that corps workers do not simply replace people already in the workforce. The Texas Cadet Conservation Corps shows us that the private sector can participate in these efforts through providing contributions in exchange for already existing federal tax credits and the promise that the Cadet Corps will produce graduates with good work habits ready to be trained for private sector work. The Wisconsin Conservation Corps shows us that a state's conservation or service corps can be governed by a citizen board to increase public participation and control. And the Pennsylvania Conservation Corps shows us that corps activities can be direct moneymakers for the states.

The point is that existing youth services efforts--largely in the form of service corps or conservation corps--provide examples or models for states like Connecticut to follow, and have produced the experience and expertise necessary to make sure that these new efforts are successful.

H.R. 888 will provide matching funds to prompt ~~more new~~ youth service action by states and cities in a way that will ensure constructively directed and productive efforts. Besides directing these job creation toward human services and conservation work in existing organizations and structures, the bill has a number of carefully thoughtout, important provisions. The bill could be dangerous without the provision that the youth service placements cannot be used to fill already existing jobs or displace current workers. Similarly, the provision that the job placements cannot be given to any youth who drops out of school to take the job ensures that no new incentive to leave school will be created.

The clause in the bill that all participants in youth services that receive matching funds who do not have a high school diploma shall take part in a special education component so that they will earn a diploma or its equivalent properly recognizes the crucial link between education and employment. If anything, this education-employment link in the bill should be strengthened--perhaps by allowing for youth service placements directly linked with continued enrollment in school or with special classes taken during regular high school matriculation. It would be useful, for example, if Connecticut could use the matching funds from the bill to develop after-school, week-end or summer job placements in human or social services organizations that would be linked with the states unique system of vocational schools. This type of program--done with regular high schools as well as vocational schools--could help to keep kids in school and prepare them for productive work afterwards. H.R. 888 could be read to allow placements only for youths already out of school; it would be better if it also helped to keep kids in.

The matching funds bill correctly targets its efforts at finding and developing employment for disadvantaged youths; and Connecticut and other states could use the matching funds to take great strides toward reducing chronic youth unemployment and its related ills and problems. However, to harken back to the broader notion of a national youth service, ultimately I would like to see each state and our country offer youth service opportunities to every young person within their borders--disadvantaged, middle-class and rich alike. I envision a comprehensive youth services program that gives every youth the chance not only to get a job, but the chance to do meaningful work for his or her own community and country.

Thank you, once again, for this opportunity to testify before this Subcommittee on this important issue and these important pieces of legislation.

PREPARED STATEMENT OF HON. GARY HART, A U.S. SENATOR FROM THE STATE OF COLORADO

Mr. Chairman, earlier this year, I introduced legislation in the Senate to establish a Select Commission on National Service Opportunities. It is my hope that its enactment will generate a debate that will culminate in the establishment of some form of national service in America.

This hearing contributes substantially both to that debate and the public's understanding of national service. For that, Mr. Chairman, you and your Subcommittee are to be commended.

On this 33rd anniversary of Franklin Roosevelt's Civilian Conservation Corps, and the 25th anniversary of John Kennedy's Peace Corps, we should reflect on the success of those bold service programs. In the CCC, more than three million young Americans planted more than two billion trees, beautified over three million square miles of land, and built over 126,000 miles of roads. And the Peace Corps has sent hundreds of thousands young Americans to show our concern, share our knowledge, and -- yes -- advance our interests and ideals throughout the Third World.

Now it is time to serve our nation's interests and tap its idealism once again by providing an opportunity for that same kind of public service from America's young people. A national service program can play such a role in our society. The case for enacting this program flows from three sets of related national needs.

First, at a time when many American young people are starting new careers or opening new businesses, too many others are finding the doors of opportunity closed. Youth unemployment nation-wide stands at close to 20 percent; in some neighborhoods, it is nearly 50 percent. Nearly one-fourth of American youth are dropping out of high-school. National service could [illegible] this dark picture by providing job skills, [illegible] and [illegible] the [illegible].

Second, national service [illegible] the needs of [illegible] young people. [illegible] people [illegible] qualifications.

[illegible] -- not [illegible] -- but the use of [illegible] community. [illegible] counselors [illegible] people. [illegible] good citizens, [illegible]."

Third, national service can help the nation meet its unmet needs. National service participants could help care for the [illegible] of "latch-key" children who come home to [illegible] after school. [illegible] the [illegible] millions of [illegible]. [illegible] for our [illegible] the [illegible].

[illegible] different people, [illegible] variety of [illegible]. For such a [illegible].

Identifying opportunities. [illegible] sufficient [illegible] of opportunities for national service participants [illegible] have [illegible] of [illegible] labor-intensive [illegible] participants [illegible] would [illegible].

In 1970, a Department of Labor study identified sixteen work areas that could provide productive opportunities for 1.4 million national service participants. The work areas included such services as: public safety, child care, environmental protection, health care, and recreation.

Studies by the Urban Institute, the American Institute for Research, and others have put this number as high as 4 million. It is important to note that these are work opportunities that would not take jobs away from our trade unionists and currently employed adults.

Getting the program started. We could not fill all these positions overnight. Identifying work opportunities, procuring equipment, training personnel -- all of these would take time. Donald Eberly and Michael Sherraden [SHARE-uh-den], who have written extensively on this issue, suggest that 100,000 positions could be identified in three months and 1.1 million positions could be filled over a two-year period. Obviously, any system of national service would need to be phased in gradually. And because of the size of the age group involved -- for example, there are about 4 million 18-year-olds -- any national service program would need to start as a voluntary system.

Inducements to service. How will national service attract, retain, and reward participants? Existing state and local service programs typically offer stipends, or bonuses for completion of service, or both.

Here in New York, for example, the Civilian Volunteer Corps program provides participants an $80 per week stipend. Participants who successfully complete their year of service receive either a $2500 cash grant or a $5000 educational voucher.

Other proposals include: college benefits to participants who complete their service, or targeting of training funds to employers who hire veterans of the national service system.

Ideally, young Americans will serve their nation out of genuine commitment and dedication, and not merely for financial reward.

Cost. There are numerous estimates of the cost of a national service program. These estimates vary depending on assumptions about such factors as: pay, administration, voluntary versus mandatory systems, and the relationship between national service and our military's All Volunteer Force.

Because analysts have weighted these variables differently, their cost estimates vary. The figures range from a 1980 Congressional Budget Office estimate of $24 billion annually to an an estimate by Adam Yarmolinski of $5 billion per year.

In addition, there is little consensus over how we should value benefits of the program. The California Conservation Corps estimates, for example, that for every dollar spent on their program, the State receives $1.64 in benefits.

The Commission established by my bill will first, clarify the cost of National Service; and, second, estimate the benefits of a service program.

To hold down program costs, local government and non-profit agencies could share the direct expenses and administrative burdens. I compliment Congressman Panetta for his legislation, which proposes exactly this kind of cost-sharing system.

Select Commission on National Service Opportunities

The legislation I have introduced will establish a Commission to: focus attention on national service; examine existing opportunities for volunteer service; explore and assess various alternative proposals for national service; and determine how our nation can best meet our unmet social needs and our obligations to America's youth.

The Commission will make recommendations on these issues: costs, administration, pay system, scope, and benefits of a national service program. It would address questions about such a program's constitutionality, and about whether it is feasible or desirable to make national service mandatory for all American youth. And the Commission would lead a national discussion on how to harness our nation's greatest asset -- its idealism.

Mr. Chairman, there are many difficult questions about national service. But answering them is not insurmountable.

There will be those who enter this debate arguing that any system of national service somehow represents an extreme intrusion into the rights of America's young people. To these critics, I ask: What of the right of our young people to employment? What of their right to a humane society? What of their right to a future of hope and opportunity?

Yes, national service will ask something from America's young people. But it will also give much to them. Participation in national service can teach fellowship, teamwork, service, compassion, community, justice, excellence, citizenship, and ultimately patriotism in its best, truest sense. And those are precisely the values we should want the next generation of American public leaders, entrepreneurs, workers, parents, teachers, and citizens to have.

Thank you very much.

TESTIMONY OF EMILE J. ROBERTS, DIRECTOR OF OUTREACH AND COUNSELING SERVICES, OFFICE OF ADMISSION SERVICES, CITY UNIVERSITY OF NEW YORK

Honorable Representatives:

It is my understanding that this panel is exploring the feasibility of the establishment of a Voluntary Youth Services Program on the national level. Having had first-hand experience with the National Service Corp., City Volunteer Corp., I can state that such a program on a national level would affect the course of life for many of our young people during the next decade. As an educator and administrator with personal experience involving government initiatives, I have my own concerns in the areas of philosophy, administration, organization, educational objectives, level of contract services, recruitment and training of each youth participants who would benefit from their involvement.

This is not the time or place to discuss these program aspects in specific details; nor, is this the time to chatter on about endless statistical analysis of the youth problem. At this hour, in the course of American social history, we do not have to justify the need for funds to be allocated to a youth development project. There are numbers, statistics and data readily available for anyone who still wants to ponder or wonder if there is a problem.

It is more important for educational professionals to show this panel our need and desire for a service. It is also important for us to devote our time to influence your decision to fund a service.

I believe a national youth service program would be an additional youth development tool wherein, positive work habits, cooperative behavior, commitment to social enlightenment and interpersonal communication skills can be learned.

I believe a national youth service program would be an opportunity for youth to master basic life/work skills and exercise technical or mechanical abilities.

I believe certain planned, organized and supervised work experiences will shape young minds and bodies, enabling them to bear up to the responsibilities of living in a rapidly changing society. We know that these responsibilities will be awesome, but to progress as a society, they must be addressed.

I believe the American society would receive some dividends from this type of investment.

We can begin to prepare youth now, using work experiences and work-related opportunities as tools for successful living and growing. We can begin building up positive people, building a positive world.

Have Americans given up on this idea? Let us look at this idea again. Let us look at possible outcomes if a program existed that promoted this as its central theme.

I believe that the essential outcomes would be greater job satisfaction, self-discovery, self-improvement, self-determination, social class mobility and an increase in the tax base. History reminds us that these are things that made America famous.

Don't we already know the outcomes from youthful participation in criminal activities, unemployment, mis-education, poor training, drug abuse and adult neglect? Do we need any more statistical analyses of these activities? Can't we decide to address a real and immediate social need? Given all we already know about our youth and our problems, let us resolve to create a program, develop funds for it and implement a national youth service program with positive consequences. It should be a program of real potential for youth today, the adults of tomorrow.

In conclusion, I envision a program wherein youth will learn the skills of cooperation, consideration and communication, which are essential for life in a multi-cultural, ethnically diverse society. These skills will promote the hope that there is a brighter and more positive future. Isn't this worth our work and effort? My earnest hope is that you agree with me that it is!

Respectfully submitted,

Emile J. Roberts
9/19/85

PREPARED STATEMENT OF DONALD KENNEDY, PRESIDENT, STANFORD UNIVERSITY

Honorable Chairman, Ladies and Gentlemen:

I am pleased to submit my comments in support of the objectives set forth in H.R. 888, the "Voluntary National Youth Services Act."

For some years, I have felt the need to raise the level of commitment to public service on the part of young people in our country -- including college students. Too often we find the most able young men and women disinterested in anything involving work in the public sector; government "bureaucracy" has become for too many an easy scapegoat for things wrong in our society.

My own feeling is that the youth in our country have an innate sense of the need for public service and a strong sense of obligation. The nation needs to be shown a way to make public service "a proud and lively place" once again. H.R. 888 is one vehicle to help accomplish that.

I have recently joined with several other presidents to form a consortium of college and university presidents to share information among ourselves about what can be done to encourage more public service and community activity at the college level. We will be sponsoring this year a number of programs on college campuses promoting public and community service. This will be facilitated by a staff provided by the Education Commission of the States.

We also believe there are a number of initiatives that colleges and universities can and should individually take to encourage youth to participate in public community services.

At Stanford we have tried to foster a sense of public service in our students and we have established a number of programs aimed at helping them realize developing interests in volunteer efforts and public sector work. These efforts include the Law School's public interest loan program, and the Graduate School of Business's Public Management Program. We also have recently established a Public Service Center that consolidates a number of existing activities, including government and community internships, and makes available new resources for voluntary and community activities.

I borrow from these examples of efforts at our university only to illustrate our conviction of the need to encourage the young to actively participate in public service programs. And I believe the Voluntary National Youth Service Act would serve as a strong source of inspiration, as well as provide the practical ways of assisting youth in such work.

As you know, the purpose of the act is to encourage persons between the ages of 17 and 24 to participate in voluntary national service by providing matching grants to eligible states and units of general local government for the operation of youth service projects.

As I understand the act, these projects would include (but not be limited to) service in state and local agencies; service in nursing homes, hospitals, libraries, day care centers, schools, and park and recreational facilities; service in law enforcement agencies; service in private non-profit organizations whose principal purpose is social service, and a variety of other activities that would effectively help the public and contribute to the betterment and well-being of many individuals in this country.

In several areas, the proposed bill ties together education and participation in the program. For example, it says that any person in the program who does not have a high school diploma must participate in an educational component that would lead to a high school diploma or the equivalent. That seeems to me a good idea.

There is a long-standing tradition in America that favors preserving and broadening the opportunity for higher education for all our youth. The tradition is based in part on the view that equality of opportunity is essential, and that we should do what we can to help provide that opportunity.

In my view, the proposed legislation therefore should be expanded to allow college students to be eligible for the public service program. If public and community service work is as important as we are suggesting, we should not exclude a large portion of our youth from such a program. Yet the bill presently states that those between the ages of 17 and 24 must serve a minimum of six months to be eligible. Such a provision would disallow by default most full-time college students from participation.

Second, many college students are in the midst of trying to determine their future careers; by providing them an opportunity to get actively involved in public service work, their career goals might be influenced by their public and community service activities.

Not only would these students be better exposed to the value of such work, but the income earned could be used as a way for students to supplement their expenses while in college. For example, students could work in public service jobs full-time during the summer and part-time during the academic year. Now, approximately 40 percent of all full-time college students work at some sort of job, for an average of 20 hours a week. This public service program could also open up a wide variety of new summer jobs. Many youngsters, particularly youths who are economically disadvantaged, often have difficulty finding summer employment; this could alleviate some of those difficulties.

Such an approach would necessitate a change in the bill's current wording that states that youth service participants would perform a minimum of six months but no more than two years of service in an eligible program.

One idea that might also be worth consideration would involve financial aid for those students who serve society through public service work. There has been much discussion about student aid in recent months -- including some suggestions that students should pay a larger share of their costs, and that certain student aid programs should either be cut back or eliminated.

Therefore, I would suggest that the bill provide for a linkage between public service work and student loans. Such work could be applied toward in-part forgiveness of student loans -- for example, one year of public service work could be worth the forgiveness of one year of a student loan. Or work in the public service area before college could serve as some sort of a guarantee for eligibility for a student loan. The important concept here is the linkage between these two programs.

I have some difficulty with the section of the bill that provides for individuals to receive academic credit for their work in the program. In my judgment, it would be difficult to assess, in any sort of nationally standardized way, the work performed by individuals in a variety of jobs -- and then translate that assessment into the equivalent of credit for a course.

I do believe there is a need for a serious commitment by the federal and state governments to support participation in public service programs. This bill is the kind of federal government initiative needed to give added public support to public service activities. It has the further advantage, through the approach of matching state funds, of encouraging states that have not been as active as they could be in promoting public service work for young people.

The principles presented in H.R. 888 serve as a symbol for providing our youth with a spirit of citizenship. Such an effort can only help to contribute to the betterment of our communities -- and our society.

Prepared Statement of Prof. Michael W. Sherraden, Washington University, St. Louis

Mr. Chairman and members of the subcommittee, I appreciate this opportunity to comment on H.R. 888, "The Voluntary National Youth Service Act." This is very constructive and forward-looking legislation, with clear and positive implications for employment of teenagers and young adults. Representative Panetta has prepared a thoughtful and worthwhile proposal. It is refreshing to see that H.R. 888 builds upon the best elements of past and present youth service programs and, in doing so, takes advantage of lessons already learned.

Over the past decade, I have spent a good deal of time studying the youth labor market, youth employment policy, and youth service programs. Allow me to make just a few observations based on this research.

First of all, it is important to bear in mind the historical background of today's youth problems. The main features of this history can be briefly summarized: In the early years of our republic, the labor market was the institution through which most young people "grew up." Teenagers and young adults worked and, through employment, found their place in society and "settled down." However, this situation began to change following the industrial revolution. With increasing machine efficiency and expansion of immigration in the late nineteenth century, youth labor market opportunities declined. As a response to this decline, the educational system expanded and gradually replaced the labor market as the primary social institution for young people. In many respects, this transformation away from the youth labor market and toward education has been immensely constructive for our nation.

Today, however, there is growing evidence that the educational system is overloaded. High school education is increasingly removed from employment opportunities (especially for minorities) and many young people, recognizing this fact, are becoming disengaged from the educational system and from society in general. This disengagement is reflected in rising school dropout rates, increasing out-of-wedlock pregnancies and childbirths, increasing alcoholism among the young, decreasing political participation, increasing cult memberships, and rising youth homicide and suicide rates. Together, these negative trends represent a constellation of youth problems which is unprecedented for the United States in the twentieth century.

The youth labor market and the schools together are no longer sufficient institutional structures to prepare the nation's young people for independent adulthood, economic productivity, and effective citizenship. At this point in our history, there is a need for a new social institution to complement the declining youth labor market and overburdened educational system. By far the most promising possibility for this new institution is a broad, diverse, and voluntary youth service.

For those who consider this a far reaching proposal, I am the first to acknowledge that it is indeed. Regarding youth policy, the nation is at a critical juncture. A new institutional form is needed and we are only now stumbling uncertainly toward it. The situation today is not unlike that of a hundred years ago, when proposals for universal education were viewed as radical. Of course, the U.S. did eventually develop a universal educational system, which is now taken almost for granted. During the late twentieth and early twenty-first centuries, it is likely that the nation will develop yet another institutional form, probably youth service, and a hundred years from now it too may be taken for granted.

Turning to concrete observations of youth service programs, I would like to offer just a few thoughts. The first is about the Civilian Conservation Corps (CCC) of the 1930s. As part of a large research project on the CCC, I have collected quite a number of oral histories from former CCCers. These men are now in their 60s and 70s. As I have talked with them, the most striking thing is the depth of positive feeling expressed by so many CCC participants. Of course the CCC accomplished many useful conservation tasks and it was a popular program with the public, but why should the participants be so enthusiastic 50 years later? The answer is surprisingly simple. Most of these men will tell you, in one way or another, that the CCC provided a job and purpose in their lives at a time when the private labor market was in a shambles. The CCC involved young men in the important conservation work of the nation. It gave them a chance to become active, contributing citizens. Most former CCCers will tell you that the program significantly affected their later employment and their lives in general. Many still express gratitude for this opportunity. As you know, thousands of former CCC participants, through an association of CCC alumni, are now working to support legislation which would give similar opportunities to young people in the 1980s and 1990s.

Turning to a second observation, I have just had the pleasure -- through the support of the Canadian Embassy of the United States -- of visiting and studying Katimavik, an innovative youth service program in Canada. Katimavik is somewhat different from the old CCC. The emphasis in Katimavik is more on cultural integration. Canada is a large, diverse, and bilingual nation and Katimavik brings young people together from all across the country to live, work, and learn together. Participants are given a great deal of responsibility in planning and carrying out their service projects, individual learning programs, cultural integration projects, and meeting the day to day challenges of group living, group decision-making, and maintaining a household. At a time in history when adolescence (social and economic dependence) is extended well past 20 years of age, most of these young people have never had so much responsibility. What is most striking is to see how those young Canadians value this responsibility and how well they handle it. One of the important lessons of Katimavik is that young people themselves can do a very great deal in managing youth service programs. They do not need to be spoon fed. Supervised, yes, but not overly planned and programmed for. In an ever more complex world, skills in goal setting, project design, team coordination, and problem solving are immensely valuable. Indeed, because the labor market is changing so rapidly, these planning and teamwork skills may be even more critical than purely technical job training.

A third observation relates to the dozens of state and local conservation and service corps programs which currently exist in the United States. As you know from the excellent research reported by Donald Eberly, most of these state and local programs are very small and most have sprouted during the past two or three years. At a first conference of the directors of these programs, sponsored by the Human Environment Center and the Ford Foundation last May, I had the opportunity to attend three days of discussions and workshops. In terms of energy and enthusiasm, this was the most exciting conference I have ever attended. The many fine people who are working in these state and local programs clearly believe that youth service is a good idea. Their creativity in the absence of federal funding has been remarkable. Programs of many designs, purposes, and funding arrangements have emerged. This creativity and enthusiasm at the local level is, I think, an excellent foundation upon which to build a nationwide network of youth service programs. The most positive feature of H.R. 888 is that it would use federal funds to foster local creativity and diversity.

A fourth and final observation is about a friend. Currently living in our house in St. Louis is a Gambian student, Sidi Bojang, who is studying for his master's degree in social work. Sidi is concentrating in social policy and plans to work in social development when he graduates. He is a very dedicated person and there is little doubt that he will make significant contributions in development efforts in third world countries. Related to the legislation before this Subcommittee, it is worthwhile to describe how Sidi got to the United States to study for an advanced degree. Well of course he worked very hard for it, but it started with a U.S. Peace Corps volunteer who took the time to help a Gambian boy from a family of modest means and no special connections to write to U.S. high schools eight years ago. Out of hundreds of letters came one possibility to attend high school in Georgia, which was seized upon. High school was followed by college at Berea in Kentucky and college was followed by graduate school at Washington University in St. Louis. The point of this story is the initial impact of the Peace Corps volunteer, an impact with immense consequences not only for Sidi Bojang, but also for those people who will be affected by Sidi's work in the future. These impacts are not measured and will not become part of any Peace Corps report or evaluation. And there are millions more instances like these, stemming from the efforts of other Peace Corps volunteers, VISTA volunteers, participants in the California Conservation Corps, the New York City Volunteers, and all of the other programs which currently exist. In short, the positive effects of youth service programs -- whether local, national, or international -- are far greater than will ever be recorded.

If I may add one last thought, I would like to emphasize two points made by Donald Eberly in his testimony before the Subcommittee. Mr. Eberly has suggested that the word "commission" be omitted from any legislation on national youth service, and that the Congress focus on a single plan, H.R. 888, as the most appropriate vehicle to move this idea along. I fully concur with these suggestions. The public and the Congress are not likely to support a commission and a commission is not needed. Youth service programs currently in operation, which H.R. 888 would encourage and develop, can serve both as practical experiments and as opportunities for public education.

PREPARED STATEMENT OF HARRY J. HOGAN, COUNCIL FOR THE ADVANCEMENT OF CITIZENSHIP

Introduction

The Council for the Advancement of Citizenship appreciates this opportunity to present a statement in support of National Service. I am Harry J. Hogan, member of the Board of Directors of the Council, and chairman of its Long-Range Planning Committee.

The Council is a non-profit membership consortium of organizations and individuals sharing a basic concern for the promotion of informed and responsible citizenship. The Council was established formally in June 1981. The member organizations of the Council are drawn from the business, labor, education, and voluntary sectors of American life. A list of current members is attached.

America's Value Crisis

National Service offers a special opportunity to America to address its primary social need ... the need to establish consensus on what we value and to put in place a decision-making capability to implement those values. Although we all share a belief in democratic freedom, we do not have effective means to express that belief in specific social decisions. We cannot make the key decisions confronting us in regard to domestic inflation, federal deficit, unemployment, crime, environmental pollution, international chaos and defense. We distrust authority in every sector of society. In politics that distrust is evident in low voter participation, one-term office holders, and political party disintegration. We must examine basic values to re-establish a social consensus and then put in place a system of individual citizen participation in national decision-making. The immediately effective way to do that is to examine and restate citizenship responsibilities. For that effort to be real, it must be empirical and not merely conceptual.

National Service as a Solution

National Service will provide American citizens with opportunities to exercise their responsibilities as citizens. It will equip them to participate more fully in decision-making activities and to render significant service to others. In the process, they will be able to participate more fully in community and governmental activities at both the local and national levels. As a result of their active participation in determining priorities for the use of National Service resources at the local level, citizens will become better equipped to help develop national level solutions. Through purposeful participation and increased understanding, citizens will come closer to arriving at what we Americans hold in common. By helping to solve local problems through hands-on direct action, National Service participants will be strengthening society and, in the process, will themselves be enriched. They will be assuming the responsibilities ... not merely the rights ... of American citizenship.

In addition to bringing individuals closer to their institutions, National Service will greatly stimulate stronger collaborative relations across the full range of our country's institutions. It will require cooperation and coordination to mobilize and effectively direct the effort of National Service participants toward community service needs, environmental problems and other pressing local concerns. Colleges, universities, businesses and voluntary associations will have to work closely with school districts, city and county governments, state agencies and governments as well as federal agencies and the Congress. Building upon the several existing successful efforts underway to stimulate public/private sector collaboration such as the President's Private Sector Initiative, National Service has the potential to give impetus to and firmly establish that collaboration in concrete ways in communities all across the country.

National Service offers our country, as it approaches the Bicentennial of the U.S. Constitution, the opportunity to reinforce an uplifting spirit of citizenship responsibility in the national interest .. a national shift from narrow immediate self-interest advocacy to President Kennedy's message, "Ask not what your country can do for you ... ask what you can do for your country." The establishment of a National Service program will communicate to our citizenry that President Kennedy's message must be taken to heart by institutions as well as by individual citizens.

National Service, in its most basic application, meets two immediate critical public needs: First, it offers work opportunities to young people. In the event of military draft, this could provide an acceptable alternative of civilian service in selected instances. It could also provide a work opportunity to the unemployed at the beginning of their work career. Secondly, National Service can meet substantive public needs such as environmental protection (i.e., the Civilian Conservation Corps or the National Park Service) and community services to the needy.

HR 808 offers a program to provide grants to states and units of local government for youth service projects. Our youth unemployment rate, particularly of the blacks in major cities, is simply intolerable. HR 1326 would set up a special commission to investigate and recommend a National Service program. Within that broader framework, it expressly gives a priority for consideration of youth service.

Current Support for National Service

It is most enheartening that the National Service concept is now receiving serious consideration locally and sectorally across the nation. Over twenty states and localities are now operating conservation corps and community service programs. These include the Washington State Service Corps, the California Conservation Corps, the San Francisco Conservation Corps, and the City Volunteer Corps of New York.

Several colleges and universities now offer degree credit for programmed community service. Harvard and Brown Universities have recently established million dollar endowments to recognize community service by providing scholarship assistance to students who serve. President Bok of Harvard made service the theme of his commencement address. Across the nation, presidents of colleges and universities are now exchanging ideas on development of service in relation to education.

In similar fashion, superintendents of education in a number of states are undertaking a variety of efforts to offer community service opportunities as part of secondary school curriculum. The Carenegie and Sloan Commissions, in their studies of higher education, have urged the introduction of a system of national service as an option between high school and college.

The foundations have been very actively interested in National Service. Ford, Mott and Hewlett Foundations have funded organizations to provide technical assistance for community service programs. Numerous studies have been made, including a recent one by Ford.

Recommendations

We urge that a program of National Service be established in a manner that will achieve its enormous positive potential.

The establishment of such a program will have enormous impact on a full range of societal institutions and their constituenices ... citizens of all ages and from all demographic sectors:

- Business will be encouraged in its move toward constantly stronger definition of its social responsibility beyond profit-making;
- Work will be seen as having to have satisfactions beyond pay alone. Samuel Gomper's famous description of Labor's demands as "more" will no longer be enough;
- Educational institutions will be encouraged in their progress to to move out of academic isolation. Primary and secondary schools, colleges and universities will become involved in providing community service opportunities as learning experiences. They will address the problem of teaching values affirmatively. In that effort they will be encouraged by the probable decision to restructure -- and possibly increase -- federal student aid as a reward for national service;
- Voluntary institutions will also be strongly affected. Community service work presently catergorized as voluntary will be no longer regarded as the personal decision of a volunteer, but as a basic responsibility of the citizen. The social role of voluntary associations will move from peripheral to central. Voluntary

associations accepting roles in a national service program will be held to publicly imposed standards of performance and requirements of accountability. Down the road, the voluntary association and the business corporation will approach common standards of social responsibility. The business worker and the service volunteer will be similarly motivated in job satisfaction.

National Service has the potential to move all society toward a common set of values and to develop a decision-making process in regard to substantive national problems.

- In regard to the environment, all societal institutions will accept the necessity of minimizing pollution. As cost-benefit analyses are conducted to guide National Service decisions, it will become evident that present investment for environmental purposes is essential in order to avoid costly damage in the long run;

- In regard to inflation and the federal deficit, participation in decision-making regarding local projects on a cost-benefit basis sets a pattern for decision-making on national issues;

- In regard to international affairs, our National Service programs should make us more understanding of the problems of other peoples. In regard to defense, National Service in relationship to military service should help solve the military's manpower problem. A revival of military capability beyond nuclear war may allow much needed flexible aternatives in international confrontations other than mutually assured destruction.

We urge that National Service not be limited to a youth program. As a program that will affect all sectors of society, National Service must involved all sectors of society. It seems particularly appropriate for:

- Older Americans. They tend increasingly to be isolated by social mobility and family erosion. Social Security and pensions provide support but not the social reintegration possible with neighborhood service opportunities. Such service might be considered a return for Social Security payments;

- Homemakers. They may be better served by flexible neighborhood service opportunities than by the relatively rigid work opportunities in the business world.

- People who in mid-career want social perspective and job change.

In summary, in regard to HR 888, we strongly support the emphasis on local decision-making. However, we urge that National Service not be limited to the young. Their problem now is isolation. The solution is not to institutionalize that isolation, but to bring them into relationship with people of all ages from other societal sectors who also want to serve.

In regard to HR 1326, we strongly support the establishment of a Commission that will thoroughly examine the National Service potential and will obtain the commitment of citizens and institutions across the country for its success.

We urge that the potential of National Service for involvement of the individual citizen in community decision-making be strongly stressed. Only so can citizenship responsibility be made real.

Conclusion

The membership of the Council for the Advancement of Citizenship is drawn from the business, labor, educational and voluntary sectors ... precisely those organizations which will be immediately involved in a National Service decision. Our Council is a national consortium created for the purpose of promoting informed and responsible citizenship. National Service is the primary opportunity today for a national program of responsible citizenship.

We want to help.

CAC Member Organizations

1985 - 1986

- American Association of Colleges for Teacher Education
- American Association of Community and Junior Colleges
- American Association of Retired Persons
- American Association of School Administrators
- American Federation of Teachers
- American Gas Association
- AMVETS National Service Foundation
- Association of Governing Boards of Universities and Colleges
- Benton Foundation
- Boston University
- Boy Scouts of America
- Center for the Study of Federalism/Temple University
- Center for the Study of Education Policy and Human Values/ University of Maryland
- Citizens Forum on Self Government/National Municipal League
- Citizenship Education Clearinghouse
- Close Up Foundation

- Constitutional Rights Foundation
- Convention II
- Coro Foundation/Eastern Center
- Daughters of the American Revolution
- Department of Community Development
  University of Missouri - Columbia
- Domestic Policy Association
- Education Commission of the States
- Foreign Policy Association
- Freedoms Foundation at Valley Forge
- Harry S. Truman Scholarship Foundation
- The Johnson Foundation
- Joint Council on Economic Education
- Junior Statesmen Foundation
- Kettering Foundation
- Law in a Free Society/Center for Civic Education
- Lincoln Filene Center for Citizenship and Public Affairs
- Meiklejohn Education Foundation
- National Association of Elementary School Principals
- National Council for the Social Studies

- National Education Association
- National Forum
- National 4-H Council
- National Institute for Citizen Education in the Law
- National School Boards Association
- Presidential Classroom for Young Americans, Inc.
- Southeastern University
- Turner Educational Services, Inc.
- Western New Mexico University

COUNTY OF DUTCHESS
LUCILLE P PATTISON COUNTY EXECUTIVE

YOUTH BUREAU

VICTORIA H. BEST
EXECUTIVE DIRECTOR

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TESTIMONY

H.R. 888
Voluntary National Youth Service Act

Submitted by:

Victoria Best
Victoria Best, Director
Dutchess County Youth Bureau

James Klasen, Director
Youth Resource Development Corp.
Dutchess County, New York

The Voluntary National Youth Services Act appropriately addresses the need for the federal government to supplement current local community efforts which are attempting to increase the employability of teenagers and to encourage the involvement of government in the development of service projects which engage youth in meaningful work.

Since the inauguration of the Jobs Training Partnership Act, the emphasis of private sector participation in the administration of employment and training projects has shifted attention from the challenges of teenage unemployment to the retraining of adults for high technology jobs. Since 1980, there has been little recognition from Washington that our country is facing an epidemic of teenage unemployment and disenfranchisement and that the vitality of our labor force in the next decade and beyond will be in jeopardy if we do not invest in youth targeted, employment generating programs.

The Voluntary National Youth Services Act allows local flexibility and creativity in the design of youth service programs. The employment, training and basic educational needs of the 17-24 year old population in a participating community program could be integrated into a locally developed, comprehensive program which also takes into account the value of engaging youth in services which directly benefit the community. The matching grant provision reinforces the importance of financial commitments from local communities rather than reliance on the federal government for full support and success.

We sincerely hope that Congress, and President Reagan, will act favorably in support of this critically needed initiative.

UNIVERSITY OF MISSOURI-COLUMBIA

Office of the Chancellor

105 Jesse Hall
Columbia, Missouri 65211
Telephone (314) 882 3387

October 10, 1985

The Honorable Matthew G. Martinez
Employment Opportunity Subcommittee
House of Representatives
House Annex 1, Room 518
Washington, D. C. 20515

Dear Mr. Martinez:

Each year as students return to our campus we are invigorated by their ideas, talent and willingness to work toward making the world and the community a better one.

They share their energy and optimism with the community through their participation in churches, synagogues, YWCAs, and local social service agencies. At the University of Missouri-Columbia, student projects include volunteer work at local medical clinics, at the state mental hospital, with Big Brother-Big Sister. They teach disadvantaged children to swim and they serve as companions for the elderly through the "Grandshare" program.

Last year alone, students on the UMC campus raised more than $100,000 for charities. Medical students raised another $4,000 for the African Relief Fund.

As educators and administrators, we applaud their efforts and are proud of their accomplishments. Yet, we are often remiss in our recognition. And, perhaps, we have not examined closely the environment and the avenues we provide to foster volunteerism.

We must ask ourselves hard questions: Have we lessened their commitment to the public good even as we have raised their level of understanding and knowledge? Have we, through our University system, stifled their optimism and desire for community involvement?

As educators, these are questions we must face honestly, for the need for civic responsibility has never been greater. The issues facing today's society -- world hunger, nuclear proliferation, toxics in our environment -- require a sense of public purpose. It is the job of higher education to mold

an equal opportunity institution

leaders, to take people from all walks of life and instill in them the understanding of a greater public good.

As a land-grant institution, we are challenged especially by the Jeffersonian principles that democracy and education walk hand in hand. It is our particular challenge to provide for all students the education and confidence needed to aspire to civic leadership and accept civic responsibility.

We must applaud the efforts of those who volunteer and recognize that it is indeed the role of higher education to provide an atmosphere conducive to creating civic leaders.

Cordially,

Barbara S. Uehling
Chancellor

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The City University of New York

Vice-Chancellor for Academic Affairs
535 East 80 Street, New York, N.Y. 10021
212/794-5414

October 10, 1985

The Honorable Matthew G. Martinez
Chairman
Subcommittee on Employment Opportunities
U. S. House of Representatives
518 House Office Building
Annex #1
Washington, D.C. 20515

Dear Congressman Martinez:

Although I could not be present for the September 27th hearing on the subject of National Service, I would like to submit a statement for inclusion in the record.

The City University of New York has worked closely with the New York City Volunteer Corps over the past year. Our relationship to the CVC has been as the provider of educational services to the youngsters enrolled in the academic skills of the Corps. We have assessed several hundred youngsters enrolled in the CVC, and placed them in varying levels of education.

Working with the young volunteers has reinforced our belief that a service corps has incredible potential for motivating youngsters and helping them to grow and develop through a contribution of public service. Working with these youngsters has also strengthened our opinion that a service corps should include a well-integrated educational component for the volunteers. Our experience has shown that the majority of the youngsters in New York City enter the Service with great deficiencies in the basic skills: reading, writing, and mathematics. This has been true even of the youngsters who have already obtained their high school diploma. The opportunities for young people to find productive and gainful employment after their voluntary service will depend very highly on their ability to develop strong basic communication skills. A national service effort must address this problem, and should make available to its enrollees opportunities to develop solid basic skills which are prerequisites for further study and/or employment.

Sincerely yours,

Marguerite Barnett
Marguerite Barnett

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SUBCOMMITTEE ON

MEMO ON UNIVERSAL NATIONAL SERVICE
TO THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

I am writing as the Executive Director of the American Reading Council, a nonprofit organization dedicated to increasing the literacy of the United States. As part of its mission, the Reading Council runs demonstration programs in New York City.

I have long been an advocate of a National Service requirement for all young Americans and my experiences with the New York City Volunteer Corps has strengthened my conviction and that of my staff that this is an idea whose time has come.

We used a team of twelve New York City Volunteers with great success this past summer in our East Harlem Family Learning Center, the Friendly Place/el Sitio Simpatico. The volunteers enabled us both to improve our physical facility and to serve our community better through helping to run a needs assessment in the surrounding neighborhood.

Our summer operation was so beneficial both to our agency and also to the young volunteers, that the American Reading Council is now about to work with two teams, one again in the Friendly Place which will enable us to greatly expand our services there in East Harlem, the other in our in-school program in Washington Heights, a school district with multiple problems including a huge influx of immigrants. The second team will help us to launch two innovative reading programs, one in the all day kindergartens and one in an after school program.

The City Volunteer Corps is achieving two very important civic goals: providing a much needed experience for the City's young people and expanding the capacity of the City's nonprofit and government agencies to serve the people of New York.

Young people who become City Volunteers are gaining education and job skills that they need for personal fulfillment and to become self-supporting. They are being challenged by new experiences and new ways of doing things. They are being imbued with the service ethic our country so badly needs.

Low income young people, especially minority young people, have very limited opportunities for access to entry level jobs. This lack of opportunity, which is obvious to the young people involved, is certainly one cause of the high drop out rate in municipal areas. These young people desperately need the training the National Service experience can give them.

Affluent teenagers desperately need a challenge and to feel that society needs and wants them. This is indicated by the high rate of vandalism in suburban areas as well as a possible cause of the high teenage suicide rate.

Both sets of young people are also caught in the Catch 22 situation in which most employers ask for experience and yet are unwilling to give newcomers to the labor market the opportunity to acquire experience. National Service can give them that experience as well as references that should open doors to employment or further education.

National Service also fulfills another important need. We have all seen the need of the young to prove their courage. We see it in the reckless way young people drive and such dangerous games as "Chicken". We see it in their adulation of the heroes of contact sports and other dangerous sports. As William James put it in his essay "The Moral Equivalent of War", we need some other way for young people to prove themselves. National Service could and should provide such an opportunity.

The lasting benefits of service learning are being shown in increasing numbers of high school and college programs throughout the country. In addition, all the Peace Corps and Vista veterans I have known continue to show an awareness of human need and a willingness to do something about it long after their term of service is ended. If only 75% of the young people of this country felt a similar sense of responsibility after a term of national service, it could transform our country.

In addition to the many benefits the New York City Volunteer Corps is giving its volunteers, it is also performing an equally important service to many municipal and nonprofity agencies. As I said above, the Corps is enabling the Reading Council to enhance and expand our services to two low income communities who badly need our help. Many community facilities have been improved and many needy people helped by agencies whose overstretched staffs could not have done so without the help of the City Volunteers.

Some people have feared that the enactment of a National Service Law could be used as a means of substituting volunteers for jobs which should be performed by paid workers thus shrinking the job market. This certainly need not and should not happen. In today's world, there are many jobs which can provide services which can mean almost life or death to the recipients but which our society is highly unlikely ever to pay someone to do. I refer to such tasks as visiting and becoming friends with the isolated elderly homebound, being a mentor to the (child or) children of overburdened single parents and in general doing the kinds of essential neighborly things that used to occur naturally in an earlier less harried, less hurried, and less urbanized age.

Being a good citizen and a good neighbor is the glue that holds our society together, but fewer and fewer young people are being exposed either to the opportunity or to the model of their parents acting as volunteers. This is so, not because Americans are no longer generous, no longer anxious to help their neighbors, but because of societal changes in the nature of the family and because of the anonymity of urbanized life.

It seems so clear that the many good results of volunteer service fulfill important city, state and national goals that it is hard to understand why the concept of a National Service Corps has not taken hold sooner.

I very much hope that Congress will enact a Universal National Service Law.

Julia R. Palmer
Executive Director
American Reading Council

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OCT 4 1985

American Red Cross

National Headquarters
Washington, DC 20006

September 30, 1985

Dear Mr. Martinez:

The American Red Cross is pleased to support the Voluntary National Youth Service Act (H.R. 888) introduced by Representative Panetta. We request that this letter be incorporated into the record of the hearing being conducted on September 27, 1985.

With the high unemployment rate of American youth, the opportunities offered in the legislation can provide valuable, marketable skills to young people entering the world of work. A sense of citizen responsibility is also encouraged through the community service experiences at the local level. Further, the concept of national service will provide for a needed corps of grass roots volunteeers.

Community-based organizations, such as the Red Cross, whose missions are supported by volunteers, are particularly suitable settings for the local community service efforts suggested in the Act. I hope you will consider involving representatives of these organizations in future implementation plans.

Thank you for contacting us about the legislation. If the subcommittee has any questions, or would like specific help from the Red Cross, please do not hesitate to call us.

Sincerely,

Llewellyn H Gerson

Llewellyn H. Gerson
Director
Government Relations

The Honorable Matthew G. Martinez
Chairman, Subcommittee on Employment
Opportunities
Committee on Education & Labor
U.S. House of Representatives
518 House Office Bldg. Annex 1
Washington, D.C. 20515

cc: Rep. Leon E. Panetta

PREPARED STATEMENT OF MELVIN CAMPOS, BRONX BOROUGH COORDINATOR, CITY VOLUNTEER CORPS

My name is Melvin Campos. I am currently City Volunteer Corps' (CVC) Bronx Borough Coordinator. From November,1984 until August, 1985 I was the team leader of Team 4. Team 4 originally had 11 members: seven males and four females. Five were from the Bronx, three were from Brooklyn, two were from Queens and one was from Manhattan. Eight of the originals were not high school graduates and three were graduates. They joined the Corps for many different reasons. Most joined to get their General Equivalency Diploma (GED). Others came because they needed the $5,000 scholarship in order to attend college. One City Volunteer (CV), who still remains in the Corps and is an outstanding CV, joined only because he wanted to attend our residential training in upstate New York. In one way or another all team members believed that CVC could help them become more productive adults.

Despite their different backgrounds and aspirations, the CVs of Team 4 learned to work as a cooperative unit. They have successfully met every challenge that has been put before them. In nine months this is what they have accomplished. They helped renovate a park in Jamaica, Queens. They helped senior citizens move into newly rehabilitated apartments in upper Manhattan. At the Isabella Geriatric Center in upper Manhattan, they served as recreation aides and escorts for senior citizens and wrote the seniors' life histories. During each of two Food Marches, they delivered over three tons of Federal surplus food to homebound New Yorkers. As part of the Corps-wide beach clean-up, they painted and whitewashed miles of ships' rail in a 45 block area. Along the beach, in Far Rockaway, Queens, they painted all of the benches and repaired some of the boardwalk. At Kingsboro Psychiatric Center in Brooklyn, Team 4 beautified the grounds around the entire facility and patients with recreational activities. Currently, they are working at Argus Community House in the Bronx, where they are painting and erecting walls.

The reasons they were able to achieve so much in such a short time was their commitment to excellence, to the Corps and to the team. The team learned that they were only as strong as their weakest member so they all worked on their individual weaknesses to make the whole stronger. Their overall commitment was demonstrated by their outstanding attendance record. For four months in a row, Team 4 had the lowest absenteeism rate and became Team of the Month each time. This is the standard of excellence for which all teams in the Corps strive. When the time came for their training cycle to elect a representative to the CVC Advisory Council, this team even learned how the electoral process works. They banded together to ensure that one of them would be elected. They decided that, rather than competing with one another for a position on the Council, they would all benefit if they agreed to vote for only one person. The person they voted for won the election by only one vote.

Seven of the original members of Team 4 remain in the Corps. Two of the CVs who have left are currently employed. One left to join the Job Corps because of a need for a place to live. Of the seven who remain, five plan to take the $5,000 scholarship and go on to college. One thing is certain: all of the CVs who have been part of Team 4 have had an experience which will have a positive effect on the rest of their lives!

PREPARED STATEMENT OF JANN STYLES, CITY VOLUNTEER, CITY VOLUNTEER CORPS

Hello. My name is Jann Styles and I am a City Volunteer from Bedford Stuyvesant, Brooklyn. I first joined the Corps because I wanted the $5,000 scholarship for my college education. At that time I wanted to study to be a legal secretary. Since I've been in the City Volunteer Corps, though, I have gained so much confidence that I now plan to be a lawyer.

I've also changed in another important way. I've become more open-minded. I've learned that stereotypes are meaningless. I learned this at the Isabella Geriatric Center, where my team was involved in a life history project. This project involved interviewing senior citizens about different parts of their lives.

One of the first people that we interviewed was Jewish. Before we met this man, I had thought that Jewish people didn't like Black people and that the two groups could not get along. This man changed my mind. He immediately welcomed me into his home and seemed unaware of the difference in our skin colors. I realized that he had the right idea. It's the person inside that counts.

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STATEMENT OF JENINE MURRAY
CITY VOLUNTEER, CITY VOLUNTEER CORPS

Hello Mr. Chairman and members of the Subcommittee. My name is Jenine Murray and I am a City Volunteer (CV). When I heard about the City Volunteer Corps (CVC) last fall, I was working as a cashier in a Burger King. CVC seemed like a great chance for me to get many different kinds of work experience and to get my GED. I knew that I needed both of these since I didn't want to be a cashier for the rest of my life.

These are the main reasons that I decided to become a City Volunteer (CV). But I have gained so much more. I have learned to be more open with myself and with others. I have also learned to trust people more.

I began learning these lessons during CVC's residential training program. When I first arrived at training, I did not really want to get involved with anyone there. I had always kept to myself in new situations and I planned to do this at training also.

But the team activities at training showed me how to trust people. One time we had to jump from a tree into a parachute. Only support from my team members allowed me to conquer my fear and do this. I also realized that my support of others allowed them to achieve things which scared them at first. It was worth opening up to people and allowing them to reach me. Support of others has allowed me to act with more confidence when I'm on my own.

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American Red Cross

American Red Cross in Greater New York
150 Amsterdam Avenue
New York, New York 10023
(212) 787-1000

October 9, 1985

The Honorable Matthew G. Martinez, Chairman
Subcommittee on Employment Opportunities
U.S. House of Representatives
518 House Office Building Annex #1
Washington, D.C. 20515

Dear Congressman Martinez:

Attached is a statement that we would like submitted to the record for testimony concerning the establishment of a National Voluntary Youth Service program. The statement includes a description of a Smoke Detector Program in which the Red Cross utilized the City Volunteer Corps to provide the manpower. The target audience for the program was Senior Citizens, and the chances for many lives being saved as a result of this effort are very strong.

This type of human service delivery project is beneficial to both our organization and the individual volunteers. The youths have a chance to do something worthwhile within their own communities while assisting us to protect lives. It is the type of project that can be applied universally. Projects such as these are often put aside because the resources and manpower are not available. The establishment of a Youth Volunteer Corp could help establish human service projects, such as the installation of smoke detectors, that are needed but often overlooked.

Thank you for looking over our statement and including it in your review.

Sincerely,

Michael D. Reilly
Director
Disaster Services

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American
Red Cross

Volunteer Youth Service Report

The American Red Cross in Greater New York would like to submit a statement for the record to the Subcommittee on Employment Opportunities of the Committee on Education and Labor concerning the establishment of a National Voluntary Youth Service program.

The New York City Volunteer Corps has proven to be an excellent resource for manpower to assist volunteer non-profit agencies such as ours in providing service to the community. With that resource available, the Greater New York American Red Cross was able to conduct a Smoke Detector Program, that otherwise would not have been feasible. CVC also provided volunteers to assist the Red Cross during the threat of Hurricane Gloria. At the present time we are collaborating on utilizing the volunteers during the New York City Marathon, and day-to-day emergency service.

The smoke detector program was conducted from April 1, 1985 to May 10, 1985 and August 12, 1985 to September 6, 1985. The City Volunteers, under the direction of the American Red Cross went into the homes of senior citizens and checked existing smoke detectors, replacing batteries where needed, or installing new smoke detectors for those that did not have them. The program proved to be very successful, the volunteers installed over 1300 new smoke detectors and serviced approximately 2000 senior citizens in all.

The program itself consits of several phases, from intensive training for the volunteers, to the actual delivery of service. The training was designed not only to instruct the volunteers how to install smoke detectors, but also to emphasize the importance of fire safety. They learned many fire safety tips that they were then able to practice themselves and pass on. As the volunteers also conducted the outreach for the program, they were given instruction in public speaking and methods of reaching senior citizens. At the conclusion of the training, they were enthusiastic to begin a project that could help save lives. They also left feeling that each of their individual efforts were important to the project's success.

Outreach was mainly conducted in Senior Citizens Centers. Red Cross personnel would accompany a CV team to a center, where a presentation on fire safety would then be made. After the presentation, the CVs would sign up interested seniors individually and answer any questions. The seniors appreciated the individual courtesy and attention paid to them. Outreach was also conducted through Meals on Wheels programs in order to reach the homebound.

The project was well received by the communities in which it has been conducted. The CVs were able to gain the Senior Citizens' trust and there were very few problems gaining access to the homes during the installation process. The volunteers were paired in teams of two or three and serviced approximately 10 to 15 clients a day. If a person was not home at the time of the visit, a note was left at the door so that a new appointment could be made. By going door to door, the assurance is made that the seniors actually have working smoke detectors. Leaving a note shows the seniors that we care and how important we feel fire safey and smoke detectors are.

The smoke detector program is unique in that it is the only program in which the detectors are actually installed in the homes. It was made possible by the cooperation between several agencies. The American Red Cross and the City Volunteer Corps conducted the program in conjuction with the New York Safety Coalition; an organization formed to promote fire safety. It's members include representatives from: The American Red Cross, Children's Television Workshop, N.Y.C. Department of Housing Preservation and Development Division of Code Enforcement, N.Y.C. Emergency Medical Service, N.Y.C. Fire Department, N.Y.C. Human Resources Administration, N.Y.C. Office of the Mayor Community Assistance Unit, Mayors Action Center, and the U.S. Consumer Safety Commission.

The program was also made possible by funding from such organizations as the Honorary Fire Chiefs and the New York City Human Resources Administration. All parties involved felt that the project was mutually beneficial. The clients expressed satisfaction with the job completed and now feel safer in their homes. The volunteers enjoyed the project and felt that it was a good learning experience. Several of the skills the volunteers learned could be applied to their future opportunities. It is our hope that funding will be available to expand the program to reach the entire New York area. Smoke Detectors save lives, and if the resources and manpower were available this program could be conducted in any city.

As was indicated previously, CVC is also assisting the Red Cross by providing the manpower for other projects that provide a human service delivery to the communities that is necessary. The working relationship that we have developed has proven to be beneficial for us as well as for the youths themselves. Not only are they learning specific skills, they are gaining a sense of responsibility that they will be able to share with future employers when their term as a City Volunteer is completed.

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Washington State Legislature
Olympia

OCT 10 1985

send to committee

October 3, 1985

The Honorable Mathew Martinez, Chairman
Subcommittee on Employment Opportunities
House Annex #1, Room 518
Washington, D.C.   20515

Dear Representative Martinez:

The Washington State Legislature is extremely supportive of Congressional efforts which enhance state and local efforts to encourage young adults to participate in community service activities. In 1983 our legislature passed the authorization and appropriation creating the first statewide program of community service called the Washington Service Corps. We have seen the value of this program in the two short years of its existence. Many of our young people are providing needed services, who prior to their program participation, had never known of the value it provides to individuals in the community. While offering these services young people receive training and an orientation to the world around them and the steps we all have to take to improve the overall quality of life.

Since we initiated a statewide community service program, we believe it is our responsibility to share the knowledge gained in developing the program so others may profit from our experience. Furthermore, we pledge our commitment to assist in any possible way to see that funding for a national service program becomes a reality.

We congratulate Representative Panetta, Senator Hart, and Congressman Torricelli for their efforts in trying to enact a federal initiative which will help support our state program.

Sincerely,

Ted Bottiger
R. TED BOTTIGER
Senate Majority Leader

Wayne Ehlers
WAYNE EHLERS
Speaker of the House

TB:WE:db

OFFICE OF THE MAYOR
SAN FRANCISCO

DIANNE FEINSTEIN

October 17, 1985

Representative Matthew G. Martinez
Chairman, Subcommittee on Employment Opportunities
Committee on Education and Labor
U.S. House of Representatives
518 House Office Building Annex 1
Washington, D.C. 20515

Dear Representative Martinez:

I am writing to support the creation of a commission to study the concept of national service (H.R. 1326 and S. 536). American youth need the kinds of opportunities created by this legislation and the future of our society depends upon conscious citizens acting responsibly to better themselves. Here in San Francisco we have a very successful Conservation Corps program which I think is one good example of what can be done at the local level. It is by no means the only alternative but certainly should be considered as a useful example whenever the question of national service arises. I am enclosing a copy of the Conservation Corps Annual Report for your consideration.

Good luck in your legislation.

Sincerely yours,

Dianne Feinstein
Mayor

DF/JG/ng

Enclosures 1

PREPARED STATEMENT OF HOWARD R. SWEARER, PRESIDENT, BROWN UNIVERSITY, PROVIDENCE, RI

Mr. Chairman and members of the Committee:

It gives me great pleasure to join today with others who have worked so hard and shown such deep commitment to the field of voluntary service.

De Tocqueville called the American commitment to cooperative endeavors a "habit of the heart." Today, some would have us believe that student interest in habits of the heart has lost out entirely to "habits of the wallet": sole preoccupation with future pay, prestige and power.

This stereotype is reinforced by talk of the "Year of the Yuppie" in the popular media -- and even by statements of the U.S. Secretary of Education William Bennett that students use federal assistance to subsidize automobiles, stereos and beach vacations.

The truth is different. At Stanford, recipients of public service fellowships have volunteered to work with Mother Teresa in

Calcutta, to help Salvadoran refugee children, and to publicize the dangers of pesticides in the Third World. At Brown, more than 1000 students work in group homes for teenagers, with inmates in our state prison system, in emergency medical services and in internships at local, state and national levels -- to name but a few examples.

Among our students to receive a Starr Fellowship -- which makes up the difference in tuition resulting from community service and a delay in graduation -- is Henry Kwong, an alumnus of the New York City Volunteer Corps. Henry and thousands like him are the most eloquent testimony this Committee could possibly have of strength of the voluntary spirit in this city and across the nation.

These "habits of the heart" which we witness increasingly in high schools and colleges should be encouraged at the national level as well. Unfortunately, not enough is being done to support this kind of commitment. There are too many disincentives, the most formidable being financial and lack of public encouragement which discourage students from public service. The Federal government, which spurred on a generation of students in service to others with the Peace Corps and VISTA, is cutting back on those programs, despite President Reagan's call for greater public involvement in service to the nation and despite evidence that the need for such programs is as great as or greater than ever before.

So I am especially pleased to support legislation introduced by

Congressman Panetta, establishing a Voluntary National Youth Service, and by Congressman Toricelli and Senator Hart, establishing a Select Commission on National Service Opportunities. These two bills will give both the attention and the support needed to effectively encourage voluntary action by our nation's youth.

Mr. Chairman, I welcome the emphasis in the Voluntary National Youth Service Act on fulfilling the unmet human, social or environmental needs of local communities; the special attention in the Act to economically disadvantaged youth; its requirement that participants earn a high school diploma if they do not already have one; and its appropriate provision for matching grants with state and local youth service programs.

And, particularly important, this legislation would support initiative taken first at local levels. In public service programs sponsored by Brown and neighboring communities, we have sought to avoid two characteristic pitfalls: the trap of providing nothing but make-work jobs, and the danger of becoming overly bureaucratized. Certainly, there is enough work that needs to be done restoring cities, preserving parks, assisting the elderly and tutoring children, among others, to avoid the first concern; and because these programs are locally administered and respond to real needs, they have escaped the weight of bureaucracy.

A rational, well-run federal program would reinforce the healthy trends that have been developing at the local and state levels. We do not need another federal make-work project, but we do need national impetus to well-thought-out grassroots initiatives. That is the opportunity I see in the legislation introduced by Congressman Panetta and Congressman Toricelli.

* * *

The most important benefit that I see in the Select Commission proposed by Congressman Toricelli and Senator Hart is that it will provide an opportunity to focus debate in this country on the possibility of establishing a National Service, an initiative which I also strongly support. National Service is an expectation that most, if not all, young men and women should give a period of service to society in either a civilian or military capacity. This is not a new idea, but it is one whose time may well have come.

Before mentioning the more concrete and practical purposes of National Service, let me stress its connection with citizenship. As was the case with the old Civilian Conservation Corps or Universal Military Training, National Service would provide a common experience for men and women from all regions, backgrounds, and income levels, mixing together our varied citizenry for a period of time as they pursue tasks of importance to the society. While not guaranteed, the fall-out of better mutual understanding, a sense of obligation to others, and pride in shared purposes could be tremendously revitalizing to the spirit of this country.

National Service would also begin to address the blight of youth unemployment, by providing useful and structured employment and by helping to develop skills and habits applicable to jobs after Service is completed. The needs to be addressed by National Service workers are manifold and too well-known to require extensive enumeration; they include assistance for the ill, elderly, handicapped, and educationally deprived, as well as the preservation of our natural resources, public places, and cities.

National Service would also offer us a way out of the dilemma of providing sufficient and sufficiently qualified manpower for our armed services by avoiding many of the inequities of a draft; and the need for a draft seems increasingly likely despite the reluctance of the current Administration to impose one. But, I wish to stress that in my opinion the case for National Service does not rest on the military manpower question but is sufficient for the other reasons indicated.

A National Service program would probably have to combine both compulsory and voluntary features to be effective, but I would hope that the voluntary aspects would be paramount. They would be if the society came to regard National Service as a duty and there was a widespread expectation that most young men and women would engage in it.

There are some difficulties which must be faced. The first is cost, and it could be relatively high. However, if one examined carefully the number of government programs which might be folded into National Service, the costs would probably not seem unreasonable. This is especially the case if the current hidden social costs of youth unemployment and the neglect of other societal problems were considered in the equation.

The more weighty concerns are the creation of sufficient suitable jobs and the management of such a program. If the National Service were to become a sprawling federal bureaucracy and the jobs created were make-work or unproductive, it would be a failure. To avoid both dangers National Service must be regarded as a widespread national enterprise, involving states and local communities, and not simply another program of federal government. Although obviously federal support and minimal supervision will be required, the creation and coordination of jobs in the civilian sector should be undertaken by thousands of local communities and organizations. In short, it must be seen to be a National Service of, by, and for the entire society.

Although National Service participants would be paid only subsistence wages, post-Service educational and training benefits should be built into the program, in the manner of the post-World War II G.I. educational benefits. Such educational benefits, in my opinion, would likely have a much more solid political base than do some of the current federal financial aid programs, for they would be a reward by the nation for service to the nation.

* * *

At the same time as the federal government can and should do more to encourage public service, I believe that colleges and universities also need to do more themselves. Traditionally, higher education in this nation has instilled future leaders with values that emphasize a commitment to society; and educating students for the responsibilities of democracy has been one of the major goals of higher education. But education for civic responsibility has not received the attention it deserves in the last couple of decades.

In addition to making career counseling and information about public service more available, colleges and universities need to redress the financial disincentives which discourage students from taking time out to serve others. Even without scholarships of the kind offered by Stanford and Brown, colleges and universities can recognize young people who have distinguished themselves through volunteer work by giving preference to those individuals during the college admission process.

Some of the most successful programs reward volunteerism with educational benefits, and this is an especially promising way to encourage volunteerism and to increase access to higher education. Such linkage between service and educational rewards can be traced back to the popular post-World War II GI Bill. More should be done, however, to establish cooperative efforts between higher education and public service programs; and the Voluntary National Youth Service Act would be a welcome step in this direction.

These programs are important not just in themselves, but in the path they offer our nation and its youth away from self-centeredness and conspicuous consumption to social responsibility and a sense of community. No number of college lectures, no quantity of laws and regulations can substitute for volunteers helping children to read, parents to get back to work, and grandparents to experience the twilight of their years with greater dignity and security. The funds that make this possible are repaid many times over by the sea changes in the lives of the volunteers and of all those touched, directly and indirectly, by their work.

Now we have the opportunity of a national partnership to the same end that we have sought in my home state of Rhode Island. I hope that this Committee and the Congress will vote in support of the legislation before it, and through this vote reinforce the habit of the heart that has been the hallmark of America's vitality - and compassion.

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